SURVEY
Midmonthly

JULY 1941

PRIORITIES ON THE SOCIAL FRONT

These tense times make new demands on social services and test their ability to adjust to a changing world

THE NATIONAL CONFERENCE OF SOCIAL WORK

Reported by GERTRUDE SPRINGER and KATHRYN CLOSE

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JULY 1941 CONTENTS VOL. LXXVII No. 7

Three Conference Leaders: Photograph 202

Priorities on the Social Front: Report of the National Conference of Social Work, 1941
GERTRUDE SPRINGER and KATHRYN CLOSE 203

The Contribution of Social Work to Government
JANE M. HOEY 205

South American Guests: Photograph 207

Group Walking: Photographs 212

Facts and Figures 214

The Survey at the Conference: Photograph 217

Here in Washington ..... RILLA SCHROEDER 218

The Common Welfare 219
Ford Goes Union • Political Casualties • "We Carry On" • ILO in Canada • An Ill Wind • Herbert C. Parsons

The Social Front 221
The AASW Meeting • Jobs and Workers • Youth • Concerning Children • In the Libraries • The Public's Health • Among the States • People and Things

Book Reviews 228

So They Said

at the National Conference of Social Work

• A social work survey might be defined as the building of a springboard from which no one ever jumps.—LOUIS TOWLEY, *St. Paul.*

• It seems to be the fate of aliens to become scapegoats and whipping boys as soon as a nation gets the jitters.—EARL G. HARRISON, *Philadelphia.*

• Our democracy has survived five wars and it cannot be rooted very deeply in us if fighting for it will destroy it.—FRANCIS BIDDLE, *U. S. Solicitor General.*

• In all our social programs it is not, generally speaking, our knowledge that is deficient; rather it is our performance that lags.—WILLIAM HODSON, *New York.*

• All the king's horses and all the king's men, nor all the Social Security Board, can bring order out of the relief chaos that exists in this land of democracy.—EDITH ABBOTT, *Chicago.*

• It is far simpler to talk and write about building a world community than it is to work on some of the local pressures that are coming to the girls of our membership at the points of nationality, minorities, and civil liberties.—MRS. LANSING LEWIS, Y.W.C.A., *Grand Rapids, Mich.*

• Schooling is schooling and sometimes it is education.—MARK MCCLOSKEY, *Federal Security Agency.*

• It is only on rare occasions and for relatively minor objectives that we marshal the strength of social work on behalf of a specific program.—HARRY L. LURIE, *New York.*

• Determining eligibility [for public assistance] should be a relatively simple process of finding certain facts, and not a witch hunt to find the chiseler that lies in every one of us.—DOROTHY KAHN, *American Association of Social Workers.*

• Too many of us have interpreted the "defense program" in terms of private agencies defending their continued existence, municipalities defending their financial structure, social workers defending the social gains of the last few years, business defending its opportunity for a little prosperity and labor defending its chance to share in some of the defense program benefits.—PIERCE ATWATER, *The Community Fund, Chicago.*

• The liberal is not bound by any dogma except the sanctity of the human soul.—LESTER B. GRANGER, *National Urban League.*

• The most serious problem that social work always has had to face is that it always is having to catch up.—DR. JAMES S. PLANT, *Newark, N. J.*

• Modern war has two phases, total production and total destruction.—WAYNE COY, *Liaison Officer for Emergency Management, Washington, D. C.*

• The choice in social welfare administration is never between total perfection and total imperfection.—HUGH JACKSON, *New York State Charities Aid Association.*

• Planning is a concept not to be defined as a vision, but as an actively directed project including within itself the will and power to execute the plans.—ELEANOR SCHOPKE, *Bureau of Public Assistance, Social Security Board.*

• Labor believes in a democratic society in which the constitutional protection of minority rights can best be safeguarded by the intelligent recognition of the equally basic rule, that the majority has rights too.—ROBERT J. WATT, *American Federation of Labor.*

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Leaders of the National Conference of Social Work: Jane M. Hoey, director of the bureau of public assistance of the Social Security Board, president of the 1941 meeting in Atlantic City; *right,* Shelby M. Harrison, general director of the Russell Sage Foundation, elected president of the 1942 meeting in New Orleans; *left,* Fred K. Hoehler, director of the American Public Welfare Association, nominated for 1943.

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SURVEY MIDMONTHLY

JULY, 1941 VOL. LXXVII NO. 7

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Priorities on the Social Front

By GERTRUDE SPRINGER and KATHRYN CLOSE

EARNESTNESS, contrasting with the holiday look of the boardwalk, characterized the sixty-eighth meeting of the National Conference of Social Work at Atlantic City, June 1-7. National conferences, of course, are always real and always earnest, but this year the unpredictable future laid its pall over even the after hours of relaxation. There was no mistaking the fact that the largest conference crowd on record—7,290 persons—had come together for serious business.

The 1941 conference was definitely international, largely because life is like that these days and partly because of the number of distinguished foreign guests. Notable among these were sixteen Latin-American directors of social work schools from eleven countries to the south. These lively visitors, who captivated everybody with their gracious charm, came to this country at the invitation of the division of cultural relations of the Department of State, the U. S. Children's Bureau, and the American Association of Schools of Social Work to make a study tour of some of our social agencies and schools. Adding to the international flavor of the conference were Charlotte Whitton, executive secretary of the Canadian Welfare Council, and a fellow countrywoman, Mary Craig McGeachy, of the Ministry of Economic Warfare, British Embassy, Washington. Edward J. Phelan of Eire, now acting director of the International Labor Office at Montreal, participated, and from overseas came the voice of Ernest Bevin, Britain's Minister of Labor, who spoke directly to the conference by radio.

Defense, of course, was the major topic of the week. It ran through the speeches of the general sessions down through the section, committee, and associate group meetings, to the private confabs in hotel rooms and lobbies. A year had passed since the social workers had heard the call for defense at Grand Rapids and in that year its meaning had grown from mere preservation of the social services to adapting those services to the preservation of the country and of democracy.

This change, of course, had not been universal. Off stage, there were those at Atlantic City who still cried "alarmist" when verbal bombs were exploded among them; others, who seemed to think that the only purpose of such warnings was to undermine the social services, and who called on social workers to turn their backs on international affairs. But above all the confusions sounded a grim clamor for the facts, which social workers must have to cope with whatever responsibilities lie ahead.

Unity, a corollary to defense, was also on every tongue, but unfortunately it seemed often only an oft-repeated word. One did not need an ear to the ground to hear the rumblings of jurisdictional disputes and ideological clashes. Into the differences of opinion, healthy in any conference, crept a certain testiness, a mistrust of the person with the other viewpoint, a tendency to give rein to emotions, which cropped out in various places. The conference felt the reverberations of the stormy meeting of the delegate conference of the American Association of Social Workers in Philadelphia [see page 220] and of differences among social work trade unionists. A head-on clash developed when, in contrast with the isolationist slant of the meeting of the Joint Committee of Trade Unions in Social Work, a committee of social work trade unionists sponsored a special meeting "for Britain and Democracy," and presented findings to show that they themselves were in line with the preponderant views of American labor.

HOWEVER, ON AT LEAST ONE SUBJECT UNANIMITY prevailed. From all sides came a call for a federal program of general relief. No voice was raised against it. Wherever public aid was under discussion the conclusion inevitably boiled down to this: Unless we get adequate relief through to all those it does not reach, our whole public welfare program will fail of its purpose.

Unlike the Grand Rapids experience when conference eyes were turned on a strike in a local industry, attention at Atlantic City for the most part remained rooted in conference affairs. There was sporadic picketing of the headquarters hotel by the local waiters' union, but consciences cleared when it developed that members of other affiliated unions kept on their jobs in the hotel, and that rather than the sign of a strike in process the picketing was a demonstration in a situation of long standing. Far from holding it against social workers who crossed their lines, union officials withdrew pickets during meetings in the hotel.

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Homer Folks, New York, receives from President Jane M. Hoey the gold service token of fifty years of conference membership

The conference opened officially Sunday night with brief ceremonials which included the presentation of a gold service button to Homer Folks of New York, twice president, for his fifty years of conference membership, and a tribute to the late Alexander Johnson, who for fifty-eight of his ninety-four years was a vital part of the "wit, wisdom and craftsmanship" of the conference. [See *Survey Midmonthly,* June 1941].

JANE HOEY'S PRESIDENTIAL ADDRESS SOUNDED THE defense theme that prevailed throughout the week. Director of the Bureau of Public Assistance of the Social Security Board, she spoke on "The Contribution of Social Work to Government." Calling her profession the "watchdog of democracy," Miss Hoey maintained that "the best defense program for any nation" lies in keeping families together in decency and health. She pointed to the great strides that have been made in social legislation in the past decade and warned against the belief by "a limited number of persons" that "our basic objectives must be rejected and our social structure destroyed" because accomplishments fall short of ideals. She gave social workers credit for helping to bring about a functional change in government from mere restraint of individuals to the positive role of promoting public welfare. The social worker's role, she suggested, must be to interpret the needs of the people through an understanding of the economic and personal factors that affect them. She cited recent developments in government administration that had their origin in social work theory, among them the application of individualized treatment, the consciousness of the "potential citizen-consumer," the use of the conference method and staff participation, the concept of authority built from the bottom up. The complex nature of public welfare programs, said Miss Hoey, makes them dependent upon social planning of a high order. That planning is an integral part of the social worker's responsibility.

Monday night's variation on the defense theme took the form of practical realism when the two speakers at the session cited temporary sacrifices which they held Americans must expect to make if democracy is to be preserved. "Curtailment of [civil] rights in time of distress," said Francis Biddle, Solicitor General of the United States, "does not mean . . . that the citizen is without those rights and that we have turned . . . from a democracy to a dictatorship." Mr. Biddle went on to say that though this country is not at war the exigencies of the times call for such steps as the control of propaganda, censorship over the movement of vessels, tighter espionage laws, suppression of subversive groups. "War no longer begins when it is announced," he said, "but foreruns battle, and the enemy wedges the weapons of sedition, of economic penetration, of sabotage into a country which believes itself immune." He warned "against the confusion" of putting the right of freedom of speech before the preservation of democracy itself, and counseled the hesitant that "laws do not cease to exist because they are temporarily suspended."

Among specific restrictions defended by Mr. Biddle were the "serious" but "essential" curbs on civil rights embodied in the impending Hobbs bill for the supervision or detention of deportable aliens, and also in the State Guard Act and the Sabotage Act—two model bills prepared by a conference of state executives to guide the states in the protection of defense properties. Chiding groups which have opposed the latter, the Solicitor General said: "I cannot help thinking that if organized labor, and the liberals who support its rights, were less antagonistic to measures as carefully and moderately planned . . . there would be less chance of adoption of those more extreme measures which stand on the horizon."

Organized labor took the platform in the person of Robert J. Watt, international representative of the American Federation of Labor. There was plenty of fire in Mr. Watt's speech on the "Responsibilities and Rights of Labor During a Period of National Emergency," but it was not directed against government officials or acts of state legislatures. His special targets were the communist, fascist and Nazi elements which attempt to represent themselves as the voice of labor. "Civil liberties must not be trampled on," he said, "but neither should we tolerate a treason which might jeopardize every vestige of civil liberty."

Lashing out vigorously at "paid agents and amateur stooges" who are "telling the American people that we are not in danger," he had no sympathy for those who urge us to ignore what is happening abroad and to devote ourselves exclusively to the cure of social and economic ills. "I believe that we must make every effort to correct existing abuses as rapidly and completely as possible," he said, "but I maintain that it is simple common sense at this time to devote every energy to safeguarding the basic institutions under which alone we can enjoy the opportunity to correct those ills." Labor with its vital stake in the defense of democracy, Mr. Watt held, should be given a "functional, responsible part in the operation of the defense program." He defended the right to strike—"but I bluntly object to the calling of strikes for ideological purposes"—and expressed the belief that most strikes could be avoided before they are called. Labor, he again said, expects its rights to be respected because "our defense of democracy is a defense of democracy—not of privilege."

RANKING AS A GENERAL SESSION WAS THE LAYMEN'S Dinner Tuesday evening sponsored by the Association of Junior Leagues of America and the National Committee on Volunteers in Social Work. Here the speaker was Paul Kellogg, editor of *The Survey* magazines. At the outbreak of the last World War, he said, we lacked a broad system of public welfare, such as underpins American life today.

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Alongside this development, he laid the more recent spread of volunteer bureaus, city by city. Through them, the individual energies released in a time of crisis like this can be channeled where they can be of most use—into hard-pressed community services no less than into new activities that spring from the emergency itself.

The great contribution of laymen to social work, Mr. Kellogg maintained, lies in the refreshment they bring to it in an epoch of specialization. He illustrated this in the career of Alexander Johnson who began as a volunteer and never lost his innovating spirit as such in embarking on widely different fields. Interplay of points of view and ranges of experience is an essential process of democracy.

TUESDAY NIGHT'S GENERAL SESSION BEGAN WITH A DISappointment and ended with a cheer. John D. Winant, U. S. Ambassador to England, had been scheduled to speak by radio from London. The disappointment was all the keener because, while he had returned to this country unexpectedly, his time was so pressed that he was unable either to come to Atlantic City or to speak from Washington. Charlotte Whitton of Canada graciously served as pinch-hitter and gave a short but challenging address that brought long and loud applause.

This Tuesday night session might be called the object lesson of the conference for the undertone of the three addresses was a plea to the United States to learn from the experiences of other countries. First speaker was Edward J. Phelan of the ILO, whose topic was "Social Services and Defense." To his mind, democracy must rise to the challenge of totalitarianism, not only with military weapons but with the mobilization of forces for building a better and more secure social order. He sketched the history of social services in Germany and their adaptation—"lubricated and perfected in every part"—to the purposes of total war. They cannot be underestimated as Nazi equipment.

It is possible, then, to conceive of social security without democracy—but not to conceive of democracy without social security. Mr. Phelan held that no social program imposed from above "can satisfy the innermost aspirations of the free." The alternative is united cooperative effort within a democracy toward a comprehensive social contribution to the nation's strength. That this can be done even in time of national stress he proved by pointing to the tremendous advances in British security services since the beginning of the war.

Novelty of the week was Ernest Bevin's radio address from London. Speaking to the conference at the request of his "good friend, John Winant," the British Minister of Labour told of the wholehearted support of the war effort by his people. For their part, the British trade unions had never believed in appeasement. "When the spirit of dictatorship and aggression seeks to prevent the use of reason and destroy the normal relationship between peoples, then it must be met with stubborn resistance and unity of purpose." Denying that the British expected material gain from the war—"whatever the result, the expenditure and loss of wealth will be colossal"—he envisaged the menace to labor in the Nazi movement. "We had overcome the main ravages of industrial revolution,"

The Contribution of Social Work to Government

By JANE M. HOEY

The ability of a country to defend itself against external forces and efforts to promote internal dissension depends upon the unity of purpose and high morale of the masses and their confidence in their government as serving their interests. The only convincing answer to the tenets and attainments of totalitarianism is a practical demonstration that another form of government will insure at least equal material benefits and at the same time provide a more satisfactory way of life. . . .

Social workers know better than any other group that great inequalities exist in the material possessions of individuals, in their physical and mental equipment, and in their opportunities for normal personal and social development. Many of these disparities, however, can be lessened. Great strides have been made in this direction, especially through social legislation enacted in recent years.

With our great economic resources there is no reason why a regular income cannot be guaranteed to all our people. From private employment, public work, social insurance, public assistance or relief, money should be available to keep families together in their own homes, in decency and health, and to make possible opportunities for normal development. What better defense program could there be for any nation?

Perhaps a new social order or a change in our accepted mode of life has to be evolved in order to secure this result, but this prospect should not be used as an excuse for inertia now or sabotage of present institutions. Much can be done to improve social and economic conditions. The gains made in providing some measure of social security to many people may be lost at this time unless the importance of human welfare is stressed.

Political equality is a reality in most places in the United States today, although effective use of their political rights is still denied chiefly to one minority group and to persons called "paupers" in some sections of the country. This situation indicates the necessity for residents of communities tolerating such disenfranchisement to recognize that democracy is something more than a nice theory or membership in a political party. It calls for respect for the basic rights of every individual whatever his race, color, religion, political or social status . . . .

Because life is not static and the desires of people are subject to frequent change, there must be a recognized medium through which government officials at all levels and in all its branches and every community through public and private agencies can keep informed as to what is happening to people; how activities and organized effort affect their lives; what economic and social needs are inadequately met; what groups who need help are not reached by social programs; what changes or adaptations are required in the interest of individuals and the public welfare. Today social work offers such a medium.

This proposal is logical since the primary concern of social work is understanding all the needs of human beings and the social, economic, and personal factors that affect their interests. In addition, social workers have professional knowledge, skill, and experience in administering social services designed to meet special requirements of individuals and groups. They are, therefore, in a position to interpret needs and to suggest ways in which organizations, programs, and methods of operation of governmental agencies might be adapted or changed to function more adequately.

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cried the voice from England, "and had arrived at a stage where barriers which stood in the way of people working out their own destiny had been destroyed . . . We will not be driven back into slavery."

Charlotte Whitton's call to social workers to "hold the line" belied any rumors that the tongues of Canadian social workers are tied by fear. The head of the Canadian Welfare Council showed no hesitation in insisting that there must be no social disarmament: "We can lose the battle for humanity on the home front, though suffering neither military defeat nor geographic invasion." She called on social workers to bear witness "fearlessly and wisely" that a great part of the population of the American continent "is in no position to take its part in dynamic defense of this free way of life; the city slums do not disintegrate, the barrens of the sharecropper and the fringe dweller do not blossom into well-being with the tocsin of war."

But Miss Whitton was by no means one of those who ask us to turn our backs to external danger. She reminded her audience that Canada's ultimate welfare depends upon military victory against "a completely organized foe," and that in such a national emergency, human and material resources must be made to go as far as possible. This, she said, puts a "new responsibility of assessment upon the social services, a new sense of economy in planning, of seeing that no need is left unmet but that no need is met at more cost than the total situation justifies."

On Wednesday night attention turned to specific problems created by the defense program in our own country. Jonathan Daniels, Raleigh, N. C., author and newspaper editor, told of the conditions—overcrowding, lack of sanitary facilities, poor housing—he had witnessed in various communities where defense concentrations are heavy. Every problem of human welfare is found in these centers. "We have a business to remember that many of the ugliest aspects of the defense towns are merely the crowding, where we can see them, of the ugliest aspects of America."

The North Carolina editor deplored the slowness of government measures to alleviate these conditions—"The juke house has been on the job of entertainment from the beginning, just as the patent medicine salesman beat the health officials to the job, and the flop houses were ready before the housing officials." He granted that conditions are now somewhat improved, but asked his audience to remember that the incidence of syphilis follows the level of poverty, that prostitution indicates a "determination of girls to eat," that a rush to defense jobs dramatizes normal underemployment. "We are not going to win this war for democracy," he warned, "until we make this democracy something which is not a problem for welfare workers, but a decent home for people."

How the government is at work to counter the situations described by Mr. Daniels was reviewed by Charles P. Taft of Cincinnati, assistant to the Coordinator of Health, Welfare, and Related Defense Activities. He took up plans and projects in relation specifically to health, to venereal disease, delinquency, family welfare, education, nutrition and recreation. Mr. Taft stressed the importance of selection and training of staffs on federal, state, and local levels—"We are wrong when we think that every specialized degree is an answer to a personnel officer's prayer." He underscored three "basic" requirements: a religious dynamic, general competence, political sense.

"By political sense I do not mean playing politics," he explained. "Political sense to me, is that understanding of human nature which shows you how to act and what to say in order to persuade individuals or groups to do and believe in the objectives for which you are fighting." In pleading for general competence he asserted that he was in favor of thorough educational processes, but that he also believed the defense program could use "more people who can do things they weren't trained for, who have gumption and resource and a broad way of looking at things." By "a religious dynamic" he meant nothing "sanctimonious or sentimental," but "that conviction about a moral purpose in the universe which keeps one driving toward perfection without haste and without rest" and "that feeling for people which grows out of belief in the dignity of human personality."

No general session was scheduled for Thursday night, traditionally reserved for associate group dinners and for the conference "Follies" put on by the Social Work Publicity Council. On Friday, after a dinner in honor of the Latin-American guests, the conference again assembled at the auditorium to hear two of them and an official of the United States government describe "Trends in the Development of Social Security and Social Welfare in the Americas."

Chile's social security laws antedated those of this country by ten years. Their growth was reviewed by Senora Luz Tocornal de Romero, of Santiago, who described the various programs of the Ministry of Public Health and Welfare—the compulsory insurance funds, the free medical and hospital services, the child welfare activities. Within these programs, social workers function principally in case work and only indirectly in administration.

Senora de Romero pointed to several areas in which the Chilean social services need expansion, the most pressing being in infant protection and welfare. Social workers, she said, are still faced with a lack of comprehension on the part of their co-workers, and with inadequacy of funds to meet needs—handicaps which combine to make their task as yet "heroic and ineffective."

Brazil's recent social advances were described by Dona Stella de Faro, of Rio de Janeiro, who told of public work under the Ministries of Labor and of Education and Health, as well as of the many private services conducted under religious auspices. A National Council of Social Service conducts research on social conditions and recommends programs and subsidies to the Ministry of Education and Health. The government is taking steps to found an official school of social work and to formulate a program to recognize courses given by private schools.

Attention turned back home when Arthur J. Altmeyer, chairman of the Social Security Board, outlined a program for the extension of the security services in this country. Setting as one goal the establishment of a thoroughly comprehensive system of social insurance, one which would provide protection against unemployment, sickness, disability, and death, Mr. Altmeyer considered immediate aims. These must include extension of coverage in all the present programs and more adequate benefits and shorter waiting periods under unemployment compensation. He opposed any reduction in unemployment compensation taxes, holding that this would prevent the accumulation of necessary reserves. He called for constructive social services within the insurance programs and for the development of a program for medical care. But because "no in-

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South American visitors to the conference. *Seated,* left to right; Marta Ezcurra and Dr. Estela Meguira, both of Argentina; Jane M. Hoey, president of the National Conference of Social Work; Elisabeth Shirley Enochs, U. S. Children's Bureau; Stella de Faro, Theresita M. Porto da Silveira, and Ruth Barcellos, all of Brazil. *Standing,* left to right: Luz Tocornal de Romero and Rebeca Yzquierdo, both of Chile; Maria A. Carulla de Vergara, Colombia; Hortensia de Salterain, Uruguay; Dr. Emilio Uzcategui, Ecuador; Dr. Julia Nava de Ruisanchez, Mexico; Francisca Paz Soldan, Peru; and Luisa A. de Vegas, Venezuela.

surance program can cover all possible contingencies" Mr. Altmeyer advocated more adequate assistance programs and federal aid to that end. A flexible federal-state general relief program, he said, would be the best means adaptable to emergency situations arising in defense areas.

After a week of hearing about the nation's ills, social workers who attended the closing luncheon Saturday were treated to an inspiring address on "What Is Worth While in America" by Frances Perkins, Secretary of Labor. Back of our love for all the material and physical aspects of our country, Miss Perkins said, lies our love for human society, a society of faith, aspirations, and hopes springing from moral judgments. Out of these have developed certain good things: our capacity for free criticism —"what matters in America comes through free association of individuals"; our development of free and responsible trade unions—"many unions are not responsible but they will be when they mature"; our educational and recreational facilities, based on "a conception of the sanctity of the individual"; our sense of humor—"we should always be grateful for our capacity to laugh at those in high public office"; our "equalitarian manners" based on the recognition that "not only may anybody be important at some time but that all of us are important all the time."

Americans, Miss Perkins declared, have unconsciously adopted a moral code, best expressed by the golden rule. Social justice is implicit in this code and it has become part of the American way to point out bad conditions and correct them. Social workers and social agencies, she said, can be guided in their operations by scientific technique, but they must proceed from fundamental moral principles.

DEFENSE AND "THESE TIMES OF STRESS" THUS dominated the general sessions of the conference with their implications for every phase of American social organization in every American community. Moreover, in one way or another, they colored the discussions of groups, large or small, whatever their specialized problems or approaches.

Many of these were significant for the whole body of social workers. Such was the discussion of case work in the defense program by Geoffrey May and Jack Tate of the Federal Security Agency which occurred in the case work section of the conference, chairman, Leah Feder of St. Louis. To those who were present it seemed unfortunate that this important meeting was scheduled at the same hour as seven group meetings of the same section, all concerned with practical counseling in case work. The defense topic drew an audience of about 400, compared with the 3,500 who had flocked the day before to hear papers on underlying philosophies of case work [see page 213].

Mr. May was outspoken in his warnings of the burden that defense as it develops will thrust upon social work machinery in every locality. Situations "not to be found in the books" will demand an increasing amount of the time and effort of social workers. The needs of dependent families of men in the armed forces cannot be met, he asserted, by relief or by "traditional techniques." They must be met on a uniform national basis, possibly by a system of allowance, but the methods of determining need will be vastly different from customary estimates of

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budget deficiencies. If case work is to contribute to the operation of this system it must "prove its resilience."

Mr. Tate elaborated on Mr. May's observations on the contemplated social welfare provision for men in the army and their families. So far, he said, emergency legislation in this area has dealt chiefly with life insurance and, in twenty-four states, with freezing unemployment benefit rights. A comprehensive plan is still in the "thinking" stage with "two currents of thinking" now directed toward possible amendment of the Social Security Act. One "current" would authorize federal grants in aid for general assistance without residence or age requirements or limits on individual payments, the other would authorize direct federal assistance to dependents of the service men.

A challenge to social workers was dropped into the section on group work, chairman, Helen Hall of New York, by John W. Faust and Mark McCloskey, both associated with the office of the coordinator, Federal Security Agency. Mr. Faust outlined local responsibility for the "home base," and remarked that in the present situation "techniques should be put where they belong, in the position of automatic reflexes." Mr. McCloskey, with disarming humor, pleaded as Mr. Taft had done earlier, for "general competence" among social workers in the defense program. "Do you suppose that they are worrying about techniques in London?" He deplored "class lines" among social workers and condemned emphasis on differences between public and private effort. The problem is "essentially simple—to pull together the various groups to do the job."

SOCIAL WORK AND DEFENSE WERE BROUGHT DOWN TO community terms by Robert E. Bondy of the American Red Cross, Washington, D. C., and Pierce Atwater of the Community Fund of Chicago, in the section on community organization, chairman, Robert P. Lane of New York. Mr. Bondy elaborated principles of national organization necessary for that "united, democratic, and planned action" which "in human welfare as in military affairs, is usually the best defense." These call for total participation of all agencies and forces in the national community, based on popular approval, under authoritative direction popularly supported and accompanied by a total plan or pattern which is national in scope and in which social action is the end result. Mr. Atwater's clear and forthright paper dealt with the difficulties confronted when "the state of the public mind does not give our efforts unity and purpose." He illustrated, in terms of money raising, his belief that as late as last winter citizens did not feel "any real sense of conviction that social agencies are vital to the defense program." This attitude now is changing; the efforts of local social planning bodies to maintain regular as well as special enterprises are proving effective: "The way in which social agencies have taken hold of planning problems for the defense emergency is of far better quality, more widespread, more statesmanlike than the way in which we planned for the economic emergency which began in 1929."

An intimate and close-in picture was presented in a program, "Our Town and National Defense," sponsored by the Social Case Work Council with the cooperation of its ten national agency members. Here the situation in Hartford, Conn., a defense community if ever there was one, was subjected to clinical examination by both local and national workers to discover what is happening to people, to agencies, and how we are organizing.

After LeRoy Ramsdell of the Hartford Council of Social Agencies had set the stage with an account of the social traditions, mores, and organization of the city, the local case workers told of what is going on in their respective fields, while representatives of the national agencies joined in with questions and comments on the relation of local and national experience. The social facts brought out by this pooling of experience were summarized by Leonard W. Mayo of Cleveland, who presided. They indicate, he said, that:

The movement of people is greater than ever before in the history of the country.

As yet selective service has occasioned few problems, and the impact of defense projects on social agencies is almost entirely industrial in character.

Definite proof exists of discrimination in defense industries against Negroes, aliens, and foreign-born citizens.

The universal housing shortage with attendant lack of health, school and recreational facilities for children, are raising acute and increasing health and welfare problems.

Facilities of leisure time agencies are strained and overburdened.

Relief loads are decreasing with no lessening of service needs.

More foster homes for children, due to the employment of women in industry, are an increasing need.

War relief and war service campaigns threaten adequate maintenance of long established and essential community social services.

There is need for better understanding and working relationships and resources; for reorienting social welfare in relation to the whole defense program, for oiling the machinery designed for coordination of services.

In the course of this interesting examination of "Our Town," Wayne Coy of the Office for Emergency Management, Washington, spoke of federal, state, and local relationships in facing the welfare-defense problem. He held that any solution goes far beyond the provision of social institutions and reaches into our national philosophy. "Our ancient rationalizations are crumbling . . . we must distinguish between traditions which are basic and vital and those which are merely persistent." There is no time, he said, for "quibbling over fine distinctions in relationships." It is primarily a federal responsibility to equalize the defense burden, but in the final analysis community needs can be met only by community action.

DEFENSE IN ITS LABOR AND INDUSTRIAL ASPECTS HAD much attention in the section on social action, chairman, Lea D. Taylor, of Chicago. Background was given to the whole theme by a distinguished address early in the conference by Mary Craig McGeachy of the British Ministry of Economic Warfare, British Embassy, Washington. Trade unions, she said, are an integral part of Britain's war machine, and their participation in government has served to strengthen the whole fabric of British democracy. One proof of labor's devotion to the common cause is, she said, the voluntary surrender by the Trades Union Congress of the right to strike during the war and its acceptance of compulsory arbitration through the national tribunal. She added:

The working people of England have had to make many adjustments and to suffer many restrictions, as has every one else living in Britain. But these restrictions have been . . . set up as a result of consultation in a parliament elected by the

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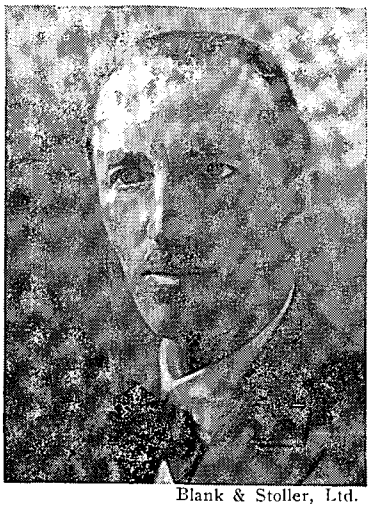

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Above: Edward J. Phelan, ILO. *Left:* Charlotte Whitton, Canadian Welfare Council. *Right:* Mary Craig McGeachy, British Ministry of Economic Warfare, Washington

people, by ministers responsible to the people, and by the trade unions directly representative of the people.

In another meeting in this section Robert J. Watt, of the AFL, spoke of labor as America's defense outpost, a protection against subversive forces. He urged that employers trust their workers as "the loyal patriotic Americans they are," and promised that "when labor finds one in its midst who is not loyal, it will be as eager as the employer to clean house." He called on employers to obey the wage and hour law, urged further extension of old age and survivors' insurance under the Social Security Act, and added that "labor believes that a federal-state partnership in a general relief program" should be added to the public assistance sections of the Act. It was occasion for regret that Walter P. Reuther, United Automobile Workers of America, CIO, who was to have spoken at the same time, was detained by negotiations in Detroit.

Discrimination in the defense program against Negroes and other minorities also was scrutinized in the social action section. Here Lester B. Granger of the National Urban League marshalled disturbing facts and figures, industrial and military, to support his observations, "it looks as though a nation trying to prepare for war wants no help from a tenth of its citizens," and "the greatest single enemy to democratic processes in the United States is to be found in the army and navy." He believes that the defense emergency offers the opportunity to break the prevailing mental stereotype as to the Negroes' place in society, but "if this chance is lost something will have been done to the morale of the Negro which will not be corrected in our lifetime."

In the section on public welfare administration, chairman, Robert T. Lansdale of New York, the effect of the defense program on relief needs was surveyed by P. D. Flanner of Chicago. Defense has diminished unemployment, he said, but has not dissolved it.

As it relates to the needs of the people it has modified the composition of those in need, has modified programs, public attitudes and understandings. It has raised the specter of what is to follow. But it has not taught us to learn from the experience of others, for not yet have we put into effect the principle that the well-being of every one of a self-governing people is essential to a continuance of self-government.

Discussion of various health aspects of the defense program ran through many meetings. In the social action section, Walter N. Polakov of the United Mine Workers of America pointed out that for every day of productive time lost last year because of strikes, sixty were lost by accidents and occupational diseases. Unhealthy working environment, insanitary homes and "shrunken bellies" have created "an accumulated deficit in national health . . . and . . . reduced the productive capacity of the manpower of the nation." Health services for defense require, he held, higher income for better food, improved housing, shorter hours of work and a program of medical care "under the supervision and with the participation of those citizens primarily concerned, namely organized labor."

Dr. Kingsley Roberts of the Medical Administration Service, New York, agreed with Mr. Polakov on the "profligate waste" of productive man-days through illness. The most urgent need is for planning for the care of the worker and his family outside the plant. Health centers, available to all, can be achieved, he prophesied, through "the concerted joint demand of labor and management and the active assistance of intelligent physicians."

Several distinguished psychiatrists took part in a meeting under the auspices of the National Committee for Mental Hygiene. Dr. James S. Plant of Newark, N. J., posed a number of questions, ending with: "Can the theory we have developed in the past thirty years stand the test of this crisis?" Dr. Clarence M. Hincks of Toronto described the activities that have contributed to the mental health of Canadian soldiers and Dr. Baldwin L. Keyes of Philadelphia outlined pertinent implications of the selective service system. Dr. George K. Pratt of New Haven looked ahead to the end of the war when men who have had a "holiday from personal responsibility at an age when dependency should be discouraged," are thrown suddenly on their own. He reminded his audience that today, twenty-two years after the last war, great hospitals are full of soldiers who were unable to pick up the threads of their lives.

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The gloomiest prophet of all was Dr. Harry Stack Sullivan of the William Alanson White Psychiatric Foundation, Washington, D. C., who spoke at a dinner arranged by the Family Welfare Association of America and the American Association of Psychiatric Social Workers. Dr. Sullivan is convinced that as soon as the American people realize the grimness of the war situation their morale will become profoundly bad, showing itself in a spread of personality problems. In the process of eliminating from the armed forces recruits likely to break down mentally many are being returned to their communities as marked men. Psychiatric social workers can do much to educate the public to understand the rejectees, but "we must all add three or four hours a day to our work in the service of the nation."

WHEREVER IN THE CONFERENCE THE MATTER OF DEfense was raised—and that was everywhere—the problem of housing reared its head. The Committee on Social Aspects of Housing, chairman, Sydney Maslen of New York, heard the defense housing program discussed by Carl Monsees and Joseph P. Tufts, both of the National Defense Advisory Commission. Mr. Monsees described the various federal agencies concerned with housing and the program "wrought out of their experience" to provide dwelling places for the families of industrial workers and of non-commissioned officers in the army and navy. Mr. Tufts made no bones about the seriousness of the housing shortage, and of increasing rents in defense communities and their possible effect on morale. The consumers' division of the NDAC, he said, is recommending that local defense councils or mayors appoint fair rent committees to deal with the problem. If negotiation fails, emergency fair-rent legislation will be sought.

Strictly speaking, aliens and refugees may not fall into the defense problem, but both groups came close into its discussion at the conference. Before the National Council on Naturalization and Citizenship, Earl Harrison of Philadelphia, former director of the Alien Registration Division, U. S. Department of Justice, gave a notable paper on present day attitudes. He is convinced that the facts revealed by the alien registration last fall have made it less popular "to jump on the bandwagon of the ever-present alien baiters." On the other hand, he finds the "disturbing policies" of employers toward alien workers "not only contrary to the American spirit of fair play but decidedly shortsighted in that directly or indirectly they tend to impede our national defense program."

Mr. Harrison commented on the bills now before Congress and their wide spread on what constitutes a sound national policy toward the alien. He urged an affirmative program of action which would:

Extend present efforts to inform aliens, other foreign-born, and citizens on the policies and attitudes of our government in the matter of alienage.

Intensify Americanization work to counteract propaganda disseminated by agents of the dictators.

Help aliens and other foreign-born who are victims of discrimination, to find jobs.

Support constructive and realistic alien legislation.

An official of the Department of Justice, R. Keith Kane, speaking at a luncheon of the Conference on Immigration Policy, cautioned against any hysterical round-up of aliens or a policy of wholesale detention and denial of rights to enemy aliens. Firsthand experience on this point was contributed by Capt. Alexander Patterson, His Majesty's Commissioner of Prisons, whose mission to Canada has been to sort out and return to England some of the 7,000 men and boys deported as suspected fifth columnists. Captain Patterson deplored the tendency to fix a label such as "enemy alien" on individuals. Many of the deported men, he said, already have returned to England and have become casualties of war giving their blood to erase a label which never should have been affixed to them.

Refugees are products of war as well as of persecution and the discussion of their situation and treatment, particularly in the meetings of the Committee on Refugees, acting chairman, Patrick M. Malin of New York, well may be chronicled at this point.

The story of the U. S. Committee for the Care of European Children was told by Katharine F. Lenroot, chief of the U. S. Children's Bureau. Miss Lenroot reported that 870 children received here under the auspices of the committee have been placed in twenty-one states. She concluded, somewhat ruefully, "Plans for care of refugee children have in some respects been in advance of the standards of care available to many of our own children."

The Canadian effort for "children on loan" was recounted by Charlotte Whitton: how responsibilities were spread between different levels of government and the voluntary services and the ways in which children actually were placed. Children received without guarantee of maintenance have added less than 5 percent to the normal load of the children's agencies in Canada. Two problems, she said, are causing much concern: whether older children should continue in school or go to work, and what should be the ultimate adjustment of those who have been bereft of all their near relatives.

Arthur D. Greenleigh of New York, acting director of the National Refugee Service, told of the work of refugee agencies in the United States and their "principle expedient in effecting Americanization"—resettlement in communities throughout the country. To eliminate the danger of "spurious fund raising and mushroom refugee agencies," he urged "an official or semi-official agency to vouch for the responsibility of the agencies already in the field, to sanction the establishment of new ones, to regulate fund raising, and to supervise administration."

THE WORLDWIDE SCOPE OF THE REFUGEE PROBLEM, ITS appalling size, and the nature of "the disease in the body politic" of which this is symptomatic, were put forward in hard facts and figures by James G. McDonald of Brooklyn, N. Y., chairman of the President's Advisory Committee on Political Refugees. Mr. McDonald cautioned against a repetition in this country of Britain's mistakes early in the war when only the test of nationality was used in the internment policy. Once the war is over, he said, the problem of refugees will be the largest the world has ever faced. Its solution will be one of the basic tests of the capacity of the nations to make a real peace.

The tragedy of refugees overseas came into the conference in poignant eye-witness reports of social workers recently returned from abroad, M. W. Beckelman and Joseph J. Schwartz of the Joint Distribution Committee, both of whom spoke before the National Conference of Jewish Social Welfare. Another moving address was that of Alice Salomon, founder and former director of the School of Social Work in Berlin, herself a refugee, who spoke to the Church Conference of Social Work on "The

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Impact of the Nazi System Upon the Family."

A few more strands by which defense and its problems were woven into the conference must be mentioned. The National Federation of Settlements at the close of a three-day meeting adopted resolutions which reviewed the impact of the current crisis on neighborhood services and urged renewed "vigilance in the preservation of the way of life we know as democracy." Specifically these resolutions stressed the maintenance of civilian morale, protection of health, education of consumers, long time planning of services established in the emergency, improvements in administration of the Selective Service Act, resistance to discrimination against Negroes, and the continuance of WPA and the civilian public housing program.

Volunteer service in direct relation to the defense program was considered at a luncheon sponsored jointly by the National Committee on Volunteers in Social Service and the Association of the Junior Leagues of America. Here Mrs. D. K. Rose of St. Louis, chairman of the National Committee, outlined the "priorities." Volunteers, she said, first must maintain their accustomed duties in their homes and their local social agencies. Work in defense agencies is an additional charge on their time and energy. She dropped two words of warning: volunteers should not spread themselves too thin; they should guard against idle talk of muddle in the defense program.

Even the Social Work Publicity Council did its bit by including in its extensive and striking exhibit a section called "Three Cheers for the Red, White and Blue" in which was displayed a large collection of materials by which social agencies related their programs to defense.

Perhaps here is as good a place as any to mention the meeting sponsored by Survey Associates, Inc., where Vera Micheles Dean, director of the research department of the Foreign Policy Association, spoke of the implications of the European situation for the United States. Well remembered as one of the outstanding speakers at the Grand Rapids meeting last year, Mrs. Dean had a large and appreciative audience which tendered her an ovation such as few speakers in the conference received. The substance of her eloquent address may be read in *Survey Graphic* for June 1941.

THE DEFENSE THEME ALSO DOMINATED THE ANNUAL meeting of Community Chests and Councils, Inc., held in Atlantic City in the three days prior to the conference. Two main concerns were: community fund raising for normal and emergency purposes; community planning for services to soldiers on leave and to defense workers. Interest in the latter was far from academic. Many of those present were council executives in localities where populations had doubled or tripled in the space of a few weeks. They brought with them the conflict of their fears that their carefully built up community services would be swept under by the deluge, and their realization of the need of integrating the newcomers into the community. The consensus was that responsibility for basic steps of coordination and expansion should be "officially vested in government agencies" to which the voluntary agencies, particularly the councils, could provide advice and leadership. How such leadership and government responsibility in many instances have themselves been coordinated was told by council representatives who are members of local defense bodies.

The real fire of the meeting, however, burned in the fund-raising discussions. At Atlantic City the Chest people were making a last brave stand in their fight for "war chests"—comprehensive local fund-raising campaigns to cover the needs of the United Service Organizations, the American Red Cross, and the normal community services. By the time the meeting convened they had about given up hope of including the USO in their annual "mobilization" drives. A few of them had become critical of the aloof attitude of Red Cross officials. Saying that "the little people back home should decide how and when to raise the money," they pointed to studies made after the last war which showed that communities that had had over-all drives had raised larger total amounts than those with competing campaigns for various purposes. Don C. Smith of the ARC staff, speaking at one of the luncheons, emphasized the semi-official nature of the Red Cross, and Robert E. Bondy, also of the Red Cross, pointed out that local communities are no longer self-sufficient nor are their problems entirely of their own creation. The whole discussion, however, lost its point a week later when President Roosevelt in a letter to Norman H. Davis of the Red Cross approved separate campaigns for local services, the USO, and the ARC.

THIS BRINGS US TO OTHER MATTERS WHICH ENGAGED wide and thoughtful attention at the conference, notably the persisting problem of relief. Background to its whole discussion was afforded at a meeting of the section on public welfare administration. Eveline M. Burns of Columbia University, director of research of the committee on long range work and relief policies of the National Research Planning Board, recounted the impressions she had gained in the course of her work on the study, the report of which has not yet been released. She is firmly convinced that problems of unemployment relief require permanent institutions and preventive action. At the end of ten depression years we can say that at least we have kept our people alive. But what we have done is to pick out certain groups of people for preferential treatment without considering whether their improved condition has not been reached at the expense of people who do not fit into any of these groups. Small governmental units responsible for those who do not fit have been unable or unwilling to cooperate and we have yet to appreciate what this gap does to the program as a whole.

Professor Burns admitted that local social services have been expanded in the past decade, but, she said, they have been developed only for the actual relief population and the area of human need is much broader than that. Many services such as WPA, while recognized as desirable, have not become part of our permanent social provision. "We have insisted that work is the proper way to provide for unemployment, but we have not been consistent in following that policy. . . . We have pushed program by program so that if now we push for general relief we endanger a large part of the work program." How to bring the public to see the problem as a whole, Professor Burns holds, is basic to permanent planning.

An analysis of trends in employment and their effect on the relief load, given at a meeting of the American Public Welfare Association by Howard B. Myers of the WPA and Robert P. Wray of the Pennsylvania Department of Public Assistance, brought small comfort to those optimists who hope that the "defense boom" will resolve unemployment relief. Mr. Myers estimated that unemployment remains at more than 6,500,000 and predicted that a year

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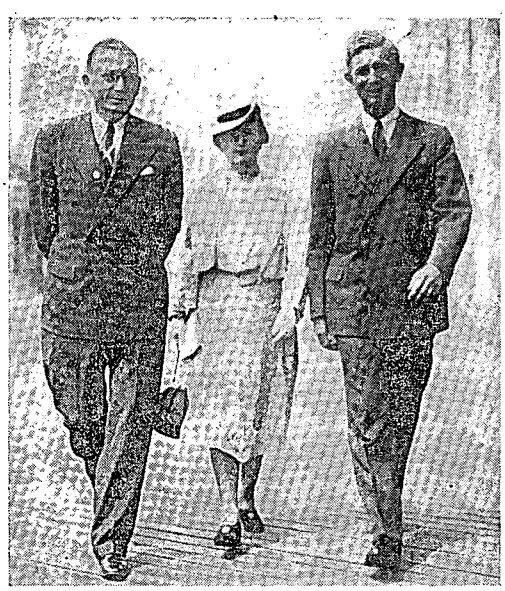

GROUP WALKING

LEFT. *Top:* From New Jersey—Susan France, Orange Bureau of Family Service; Christine Dobbs, Essex County Mental Hygiene Clinic; Mary Smith, director of social service, Essex Mountain Sanatorium; Alice Deem, Orange Bureau of Family Service. *Center:* From California—Lorne Bell, NYA, Los Angeles; Anita Eldridge, executive secretary, California State Conference of Social Work; George D. Nickel, director of social relations, California Personal Finance Companies. *Bottom:* Marguerite Seibert, assistant director, national child welfare division, American Legion, Indianapolis; Mrs. P. I. Dixon, Americus, Ga., national child welfare chairman, American Legion Auxiliary.

ABOVE: From Alabama—Margaret Klein, director, Department of Public Welfare, Calhoun County; Louise Rice, director, Department of Public Welfare, Dallas County. BELOW: From Seattle, Wash.—Patricia Kane, Catholic Charities; Joseph E. Steigman, King County Welfare Department; Ruth Chaskel, Graduate School of Social Work, University of Washington; Orville Robertson, Family Society; Jean Collard, Graduate School of Social Work, University of Washington; Virginia M. Hogan, King County Welfare Department.

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hence it will not be much below 5,000,000. He continued:

> The extreme selectivity of present demands for labor is not generally realized. It is not only concentrated in relatively few areas of the country but it is restricted to young, white males, particularly those with experience in certain skilled or semi-skilled occupations. . . . The average age of the needy unemployed is rising steadily and the proportions of Negroes, women, and unskilled workers is increasing.

Mr. Wray reported that statistical examination of WPA and assistance rolls in Pennsylvania indicates that:

> As a group, employables on relief compare unfavorably with the standards that employers have been seeking to maintain in the selection of new workers. . . .[If they] . . . are to receive their share of the job opportunities, job specifications as to age, sex, color, and experience must be relaxed and a broad training program, including rehabilitation, must be maintained.

In the section on social case work the right to relief, "established in law but not in practice," had an earnest protagonist in Dorothy Kahn of New York, who said in substance that we set up vast systems to prevent the ineligible from receiving relief rather than to help the eligible get it. Right there is the conflict between the purpose of our programs and our practice in administering them. Only old age insurance makes an attempt to find the persons entitled to its benefits. Yet the difference between old age insurance and old age assistance is a difference only in method and not in privilege. The rights arise from the same source.

Although it fell on the last morning of the conference a meeting in the section on public welfare administration drew an uncommonly large audience to hear Edith Abbott of Chicago and Hugh R. Jackson of New York expound their differing theories of responsibility for work and maintenance. The crowd was not disappointed. Miss Abbott, in her accustomed vigorous form, urged her major proposals for: "A work program, a program of planned orderly migration, a training and retraining program, an unemployment assistance program for the needy unemployed so that the federal government will be responsible for work or maintenance of this group."

A new grant-in-aid, she said, will not change the antiquated poor laws:

> It is all right to talk about bribing the states by grants-in-aid to amend the settlement laws, but forty-eight state legislatures must be willing to act in the face of determined opposition by the local authorities. . . . The solution will only be found by concentrating responsibility where it belongs—in the hands and on the shoulders of the federal government.

Mr. Jackson was firm in his defense of the values of state and local participation in general relief. He advocates a category of general relief within the framework of the Social Security Act with federal authority to secure minimum standards of adequacy, of administration, and of personnel with direct administrative responsibility resting with the state or with the community under state supervision.

In discussing Mr. Jackson's paper, Don Howard of New York observed that in emphasizing state and local rights "we must not forget the right of the nation as a whole to maintain standards of living." The long future, he believes, "is on the side of Miss Abbott," but now the question is one of priorities, the first of which is to put a bottom under relief. Frank Bancroft of New York suggested that "before handing over everything to Uncle Sam we must first ask ourselves what Uncle Sam is like these days." He was afraid of a "war government" policy of "Enlist and fight—or starve," and urged social workers to unite with other groups to oppose it.

While migrancy is much more than a problem of relief, it is mentioned here because so much of the discussion in the conference's Committee on Interstate Migration, chairman, Philip E. Ryan of Washington, D. C., turned on its relief aspects. But not all of it. Will W. Alexander of the Office of Production Management, in a paper read in his absence by Ernest J. Hopkins, told of industrial migrants and the efforts of OPM to secure the maximum utilization and training of idle labor in communities adjacent to defense projects. At the same meeting Senator Robert M. La Follette of Wisconsin spoke of the failure of democratic society to chart an escape from the problems besetting migratory workers, wandering agricultural families, and rural youth "on the move," and said: "Our main aim must be to make the migration of displaced farm families not a path of misery, but a means of securing either a more desirable place upon the land or a more productive place in industrial society."

Proposals for the relief problems of migrants were put before the conference by Mr. Ryan's committee in a seven-point platform recommending, among other things, federal grants-in-aid to states for general relief contingent upon the acceptance of a state plan guaranteeing assistance to all who require it, regardless of any settlement or residence requirement. The platform was discussed at length by a panel of recognized authorities in the field who, for the most part, agreed wholeheartedly with its proposals.

Because this over-long chronicle has emphasized what seemed the two major concerns of the conference it must not be thought that the close-in-to-the-job interests of social workers were neglected. On the contrary, the week was overflowing with meetings, which explored the ideas, the experience, and the practice of social workers.

The case work section, for example, had some thirty meetings during the week, six of them more or less general in their content, the others turning on case work techniques in specific situations. Because case work enters into so many fields of specialized practice, the general meetings of this section are widely attended. They are especially large when speakers of national reputation are on the program because, as one young worker from the West Coast put it, "We like to see the people whose books we study, to get ideas at first hand." The meeting of the section addressed by Gordon Hamilton, of the New York School of Social Work, and Charlotte Towle, of the School of Social Service Administration, University of Chicago, drew the largest crowd of the week except for the general sessions.

Discussing "The Underlying Philosophy of Case Work Today" Miss Hamilton undertook to delineate the differences between the "schools" of Freud and of Rank as exemplified in the philosophic bases of case work instruction in the New York and the Pennsylvania schools of social work.

The disagreement, as she summed it up after a long and scholarly analysis, is between those who wish to retain the emphasis upon social need as the basis of practice, with the diagnostic element uppermost and agency function thought of as a necessary division of labor; and those who would make agency function the basis of practice with accent on evaluation of the client's purpose in a

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given situation. It is hard to tell, she observed, whether this disagreement is merely one of those "swings of opinion to which our profession is subject," or whether it is an inescapable difference in principle. "Today there is an inescapable difference in practice."

The "disagreement" was alluded to by Grace Marcus of New York at a later meeting of this section as "the haunting conflict between relief giving and case work."

Miss Towle's paper dealt with professional skills which are directly related to, or emerge from the development of valid generalities. But, she cautioned:

> Skill breaks down when formulated methods and philosophies are enthroned and when generalizations are rigidly applied without reference to the person presenting certain needs. . . . Theories are seductive and unless we consciously guard ourselves against their wiles we may seize on them or be possessed by them so that unwittingly we come to serve them rather than the individuals they were designed to serve.

A feature of this section was the meeting at which were presented the three winning case work papers from a contest open to practitioners of four or more years experience. Forty-five papers from twenty states were submitted.

The winners and the subjects of their papers were: Leanore Gottfried, North End Clinic, Detroit, "Medical Social Service for an Adolescent Facing Long-Time Illness." Margaret G. Muller, Parole Clinic, Eloise Hospital, Detroit, "Case Work Aid to Patient and Family Following Hospitalization for Mental Illness." Belle Shaht, Board of Education, Rochester, N. Y., "School Counselling with an Adolescent Girl."

The section on group work turned its attention to social issues encountered in the day's work. Thus, at the first morning session of the week, Clara A. Kaiser of New York reported on the results reached by groups in eleven communities which took up the questions that agencies face in maintaining and extending civil liberties. These turned on such factors as the way policies are framed; the extent to which all elements in the constituency participate in the process; freedom for discussion of current political, economic, and social issues; freedom to participate in programs of outside organizations committed to furthering social, political, and economic ends.

Reports from the discussion groups, said Miss Kaiser, indicated increased awareness of the need for democratization in policy making. In many agencies the final and sole authority still rests with the board, usually overweighted with members representing financial support. Reports also indicated that even though agencies permit the discussion of almost any question, "by and large a very small proportion of the members of groups are vitally concerned with broad social and economic problems." A wide variation in policy was reported on "freedom to participate" in outside organizations.

A meeting on consumer education in this section was opened by LeRoy E. Bowman of New York with the provocative statement: "If we could get goods into the hands of consumers there probably wouldn't be any war." Prof. Colston Warne of Amherst, president of the Consumers Union, predicted that "by the time this conference convenes a year from now . . . the consumer movement no longer will be the property of pleasant-mannered people

Facts and Figures

So admirable are the facilities of Atlantic City for big meetings and so meticulous were the advance arrangements of Howard R. Knight, Jane Chandler, and others of the staff of the National Conference of Social Work that the largest gathering in the sixty-eight years of conference history suffered neither discomfort nor inconvenience from its own bigness. The final registration was 7,290, exceeding the previous "high" of Indianapolis in 1937 by 518.

The official program listed the names of 603 participants in 282 meetings of which the largest number, sixty-three, fell on Wednesday of conference week. Of these meetings ninety-nine were in the conference proper—its general sessions, sections and committees—and 183 were in the fifty-seven associate and special groups which form the rim of the whole structure. These figures, however, do not tell the whole story, for during the week many meetings were held, such as those of alumni of schools of social work, which were not listed in the program. Of "meal meetings"—breakfasts, luncheons, and dinners—there were thirty-three on the program, only three of them—the South American and the laymen's dinner and the final luncheon—under conference auspices.

The 1942 meeting of the conference will be held May 10-16 in New Orleans, the only city to present an invitation for that year. The decision to go there, taken at a sparsely attended business meeting, was in accordance with a policy adopted at Seattle in 1938, by which movement of the conference around the country, region by region, is assured. The time and place committee reported that in New Orleans conference headquarters and all conference meetings would be in the Civic Auditorium, open without discrimination to all delegates and others. The conference itself would sponsor no "meal meetings," and urged its associate and special groups to follow suit. New Orleans as a meeting place was opposed by those who held that racial discrimination as practiced there violated a principle of the conference; it was favored by those who held that the city's agreements with the conference registered an advance over its previous practices, and that a meeting such as that of the National Conference of Social Work would be in the interest of further progress in the South. The final decision to go to New Orleans was made by a vote of 92 to 75.

Officers elected for the 1942 conference are: president, Shelby M. Harrison, Russell Sage Foundation, New York; vice presidents, Wilfred S. Reynolds, Council of Social Agencies, Chicago; Michael M. Davis, Committee on Research in Medical Economics, New York; Betsey Libbey, Family Society, Philadelphia.

Members of the executive committee elected for three-year terms: Wayne McMillen, Chicago; Gordon Hamilton, New York; Ewan Clague, Washington; Gertrude Wilson, Pittsburgh; Martha A. Chickering, Sacramento, Calif.; Agnes Van Driel, Washington; Evelyn K. Davis, New York.

Chairmen of the five conference sections: Social Case Work, Jeannette Regensburg, New Orleans; Social Group Work, W. I. Newstetter, Pittsburgh; Community Organization, Edward D. Lynde, Cleveland; Social Action, John A. Fitch, New York; Public Welfare Administration, Dorothy C. Kahn, New York.

Nominations for the 1943 conference, balloting to be conducted by mail, were: president, Fred K. Hoehler, American Public Welfare Association, Chicago; vice presidents, the Reverend Bryan J. McEntegart, Catholic Charities, New York; Elizabeth Wisner, Tulane University School of Social Work, New Orleans; Col. Archibald Young, State Board of Public Welfare, Sacramento, Calif.

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of liberal interests. It will be militant and insistent." Caroline Ware of the advisory commission, Council of National Defense, put the defense of democracy in terms of people's lives. We must scrutinize consumer protection, consumer adjustment, programs that bear on living standards and on consumer participation. "As we meet our current problems we must build a foundation for tomorrow." Without a "consumer-oriented economy," no nation can expect to survive. "We will stand or fall by the way people live and what they have to live on."

A series of eight group discussions under this section was divided between techniques of supervision, record keeping, physical education, vocational training, and so on, and the implementation of larger relationships of group work, such as House Councils and other Forms of Membership Participation; The Living Newspaper as an Educational Technique in Groups; Recreational and Educational Programs in Trade Unions; Cooperatives and Credit Unions.

Closely allied in interest were meetings of the American Association for the Study of Group Work, the sessions of which were practically all of overflow proportions. At one of these, workers from agencies in defense communities gave firsthand accounts of trials and tribulations occasioned by new responsibilities, changing clientele, nationality conflicts, and the frustration of minority groups. On the other side of the shield were the new resources uncovered, the new volunteers enlisted.

At a joint meeting with the Social Work Publicity Council to discuss the query, "Can Group Work Be Explained to the Public?" a simulated broadcast was put on which brought cheers from the audience. This was an "eye-witness" account of a meeting of Negro dock workers in which the group leadership process emerged.

THE SECTION ON COMMUNITY ORGANIZATION, IN A GROUP meeting and a panel discussion, analyzed the effective organization of community forces in medium-sized cities, small towns and rural sections. At another series of group meetings representatives of four types of agencies—family welfare, child care, group work, and public welfare—described in detail the steps that had been taken in each instance to effect changes in program and structure. The following day a panel of specialists in community organization evaluated the methods employed in the four projects.

The final session of the section was sort of an experience meeting with Homer Folks of New York reviewing community forces that had affected progress toward social goals, and Dr. Alice Hamilton of Cambridge, Mass., tracing progress in a single field, industrial health.

The section on social action held two meetings in which attention was focused on social action in social work. From one angle, Harry L. Lurie of New York took a somewhat jaundiced view of the capacity of social work to effect action. He declared that: "Social work as a whole has no universally accepted program except to maintain the agencies and services built up by past efforts at social action, and even these are subject to challenge." He concluded:

> Social action, to be effective, must be a specially organized salient within social work. It must free itself sufficiently from the general body to engage in militant action without the impediment of carrying the entire group along with it. . . . It is from organizations of labor, the intelligent middle class, and from enlightened individuals in general who disassociate themselves from their conservative groups that we can expect some measure of cooperation.

From another angle, social workers were told by Abbott Low Moffatt, chairman of the ways and means committee of the New York State Assembly, not to be discouraged by the "slow and cumbersome process" by which social legislation is achieved:

> The waiting period which nearly every legislative body, because of public inertia, compels each new reform to pass through, serves as a trial ground in which public opinion becomes familiarized with the proposal. Furthermore, the social and economic adjustments which the reform would require . . . are worked out during this period and what was radical in its inception is quietly accepted when finally it is placed on the statute books.

In a lively paper, "Who Is Fit to Vote in a Democracy?" George C. Stoney of Montgomery, Ala., whose articles on the poll tax have appeared in *Survey Graphic*, declared that the greatest barrier to reform is not prejudice against Negroes but the way in which the poll tax serves as a device for political control. The chief evil, he said, is that: "It fosters indifference toward government among the mass of people, a feeling that government is a grand racket, run by a few for their own benefit."

The section on public welfare administration tackled two thorny subjects in a meeting where Loula Dunn of Montgomery, Ala., spoke on "People, Politics, and Public Welfare," and Louis Towley of St. Paul, Minn., on "Social Action and Professional Integrity." Miss Dunn held that social workers and politicians may be separated by "an impenetrable wall of words," but that both are tools of the people, selected to execute their collective will. Public welfare sprang from the people's "stirring of the country's stubborn political soil." Therefore:

> Any attempt to isolate public welfare from its political heritage is unrealistic and, I believe, alien and contrary to the intent of the people to whom both public welfare and politics belong. If, then, we accept this idea, that public welfare worker who is familiar with both the art of politics and the science of social work is best prepared to meet the complexity of problems presented by the people.

Mr. Towley asserted that social workers do not lack professional integrity, "they just don't express it often enough," nor are they notably tolerant of its expression by their colleagues. Expressions that are rooted in professional integrity may cause social workers suffering, but:

> The penalties come not so much from the public or the boss as from other social workers. Why social workers attempt to limit their colleagues' expression of opinion and doubt the sincerity of their efforts is a question that would take a psychiatric social worker to answer. Perhaps it goes back to the fact that people don't like to follow a leader who leads with his chin. Social work groups tend to split not on ultimate social action but on personal differences that spring primarily from an honest statement of views.

The merit system came in for discussion in this section. Harry W. Marsh of the National Civil Service Reform League told of the resistances the new state systems have encountered, and observed: "If those charged with administration want to play politics they will do it in spite of the law." Employes under merit systems should have the right to organize, he held, but not to strike. They should have the right to petition and should be given constant opportunity to present grievances.

Howard L. Russell of the Pennsylvania Department of Public Assistance concluded regretfully that a state ad-

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ministrator is faced today not only with "time-honored and well known personnel problems" but with many new ones. "Merit," he said, "is not achieved by law and regulation alone. The administrator must recognize that civil service does not give him a ready-made product, but rather a supply of high-grade material which must be long and carefully processed."

Current problems in social insurance, notably the extension of protection to groups now uncovered, were discussed in this section by Ewan Clague and John J. Corson of the Social Security Board. To their somewhat formidable list of problems, Abraham Epstein of the American Association for Social Security added fresh ones by his contention that provision must be made not only for the dependents of drafted men during their period of service and in the event of their death or disablement but for the men and their dependents during the unemployment which may follow demobilization. The Social Security Board should be utilized for this purpose, he said, and separate and costly organization in other departments avoided.

IN THE PROGRAMS OF THE SPECIAL COMMITTEES OF THE conference, some of which already have been mentioned, were many contributions which merit much more extensive comment than can be made here.

Theme of the two meetings of the Committee on Delinquency, chairman, Austin H. MacCormick of New York, was "Breaking the Delinquency-Crime Chain." Saul D. Alinsky of Chicago emphasized the interrelation of crime with the "obstructive forces to today"—such as unemployment, deterioration and disease—and asserted that the basis of prevention must be in the reconstruction of social organizations, beginning on the community level. Judge Gustav L. Schramm of Pittsburgh maintained that "no part of a criminal procedure designed for adults should be allowed to confuse the administration of a juvenile court." Remarking that "knowing when to use institutions" is a responsibility of community agencies, William J. Ellis of Trenton, N. J., deplored the fact that social workers tend to avoid their use in the treatment process "until it is too late for them to have any chance for success." Thorsten Sellin of Philadelphia said that procedures for the treatment of youthful offenders should rest on rehabilitation, not retribution, and cited the American Law Institute's model Youth Correction Authority Act as a promising beginning. Garret Heynes of Lansing, Mich., advocated the coordination of probation, prison rehabilitation, and parole and told of the integration of these three systems under the Michigan Department of Corrections. In describing the theories of modern penal and correctional systems James V. Bennett, director of the U. S. Bureau of Prisons, classed prisoners as permanent institutional cases, accidental or temporary criminals, and improvable offenders, but maintained that every case must have an individualized program of adjustment. His use of the term "congenital criminal" aroused a storm of discussion, led by those who insisted that no case is "hopeless."

A new Committee on Law and Social Work, chairman, Emery E. Brownell of Rochester, N. Y., had a paper on "Legal Concepts in the Formulation of Administrative Policies" by A. Delafield Smith of the Social Security Board, which was hailed by at least one seasoned social worker as a professional "beacon."

Outstanding in the program of the Committee on Older Children, chairman, Dr. James S. Plant of Newark, N. J., was Dr. Plant's own brilliant discussion of problems in personality adjustment and that of Grace L. Coyle of Cleveland on the group life of children between ten and eighteen—a "spontaneous and powerful drawing together . . . in the search for larger objectives of which to feel a part."

The Committee on National Health and Medical Care, chairman, Prof. Ira V. Hiscock, Yale University, after examining various plans for medical care, discussed the health problems of an aging population. The Committee on the Physically Handicapped, chairman, Frank J. Bruno of St. Louis, explored the "common factors" in work for the handicapped, with William Hodson of New York emphasizing that "what the physically handicapped need is not pity, but hard-headed assistance based upon scientific knowledge which will enable them to live self-respecting and self-sustaining lives."

IN THE LABYRINTH OF THE PROGRAMS OF THE KINDRED groups of the conference were many meetings, significant in various ways of the current social scene.

Emphasis of the Joint Committee of Trade Unions in Social Work this year was on safeguarding the social services against inroads by the defense program. There were three general topics:

First, "Meeting Welfare Needs in Time of War," with Harry F. Ward of New York protesting the proposed broadening of the tax base, the cuts in WPA, the "increased slow killing of a few more millions of our population through lowered standards of living," and with Lewis Merrill, president of the United Office and Professional Workers of America, CIO, maintaining that labor stands for a policy of no involvement in the European conflict and urging that the government apply its resources to "raising the standards of living and not alone to manufacturing implements of war."

Second, "Liberty and the Pursuit of Happiness" with Marion Hathway of Pittsburgh and Rockwell Kent of New York warning against threats to civil liberties.

Third, "Safeguarding Personnel and Services in Social Agencies," a panel discussion, with Elizabeth McCord de Schweinitz of Baltimore emphasizing the need for a united and competent profession; Constance Kyle of New York stressing the need for standards in the personnel of the new defense services; with Dorothy Kahn of New York insisting that leadership come from within the profession; and with Margaret Eves of New York interpreting the union's part in maintaining personnel standards.

But whatever the topic, there was sure to be a call, sometimes from the speakers or the chairman, sometimes from the floor, to "keep this country out of war." This was repeated in handbills prepared by the committee and distributed outside the convention hall before the general sessions.

Protesting that their unions were "being used as channels for propaganda against defense measures and against aid to the enemies of totalitarianism," a group of union members sponsored a special meeting of "Social Work Trade Unionists for Britain and Democracy." Their stated purpose was to "dissipate the idea . . . that social work trade unionists" oppose "the national program of aid to Britain . . . or minimize the significance of Hitlerism in its war to destroy democracy." John A. Fitch of New York, chairman of the sponsoring committee, questioned the right of union leaders who are against aid to Britain

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to speak for the whole union movement. He cited returns from a questionnaire sent to the forty unions participating in CIO conventions. The replies were as follows:

Twelve unions, speaking for 897,000 members—30 percent of those for whom replies were made—said they had taken no action.

Eight unions with 330,000 members, or 11 percent, said they were opposed to the Lend-Lease bill.

Twelve unions with a membership of 1,802,000—almost half of the CIO convention membership, and 59 percent of the replying membership—said they were for aid to Britain.

Moreover, a group of unions which had taken no specific action had referred Mr. Fitch to the statement of Philip Murray, CIO president, endorsing the Lend-Lease bill and aid to Britain. This would seem to add another 600,000 to the 1,802,000 members already listed and bring the percentage favoring aid to Britain from 59 to 79.

In the same meeting, Clinton Golden, eastern regional director of the Steel Workers Organizing Committee, quoted a resolution adopted by the CIO convention calling for the government to cooperate with all other democratic nations and maintained that it was up to unionists to assume their responsibilities in defending and remaking democracy. Challenging any assumption that Negroes have no stake in the present struggle because they do not have full rights in America, Lester B. Granger of the National Urban League pointed out that one way to improve democracy is to see that it continues long enough to effect improvement—"A victory by Hitler is defeat of the democratic ideal." The Rev. J. M. Hayes, S. T. D. of the National Catholic Welfare Conference pictured the spiritual disaster that a Nazi victory would bring.

Not to be overlooked among the meetings that fringed the conference was one under the wing of the committee on social relations of the American Association of Personal Finance Companies where three New Yorkers, Helen Hall of Henry Street Settlement, Rolf Nugent of the Russell Sage Foundation, and Edward L. Greene of the National Better Business Bureau, discussed the social consequences of consumer credit for low income families.

And, too, there was the meeting of the National Citizens Committee of the White House Conference on Children in a Democracy where representatives from eighteen state and twelve national organizations reported on follow-up activities. And there were the two meetings of the young National Social Work Club Committee which brought out gratifying reports from clubs in several states, not only of growth in numbers but of increasing professional influence.

A feature of these conferences are the exhibit booths. They were particularly good this year. National agencies, seventy-one in all, "showed their stuff," maintained headquarters for their members and friends, and in many instances offered consultation services. A word must be said, too, of the smoothly functioning registration and information machinery of the conference. In spite of the record-breaking crowd there never was serious congestion.

The conference closed, as is told elsewhere, on a note of spiritual faith in America and its institutions. Before it lies a year unpredictable except for its certainty of change. Next year, in New Orleans, a new chapter will be recorded.

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For thirty years *The Survey*, with a display of its periodicals and of social work books, has been at the National Conference

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Here in Washington . . By Rilla Schroeder

IN line with the President's recommendation that preparations be made now for the post-emergency period (post-war is easier to say, but perhaps premature) the House Committee on Labor has opened hearings on the Voorhis resolution setting up a Post-Emergency Economic Avisory Commission.

Washington Press Photo
RILLA SCHROEDER

The resolution is similar to, but not identical with, the measure introduced early in the session by Senator Robert F. Wagner of New York. Senator Wagner is ill, however, so the House bill is being given the right of way with a definite shove from the White House. The Administration accepts the possibility of a long war and a prolonged emergency but it does not propose to be caught napping.

Mr. Voorhis has two bills before the committee. Both are under consideration but the second, H.J.Res.76 (the Wagner twin), is the one with the best chance of a favorable report. It sets up a commission of twelve members, three from the Senate, three from the House, and six appointed by the President. The commission is directed to study the economic problems likely to confront the nation when peace is restored and to formulate a "comprehensive program for the full utilization of America's resources of men and machines *in maintaining and improving the economic well-being of all the people.*" The italics are ours, but are quite noticeable in the hearings.

W. L. Batt of OPM, testifying at the opening of the hearings, told the committee that the post-emergency problem already is under consideration by various agencies, including, among others, the Business Advisory Council of the Department of Commerce, the National Planning Association, and the National Resources Planning Board. Mr. Batt said, "I sincerely believe that if we tackle this problem of post-war demobilization of industry and manpower with an energy comparable to that which we are now devoting to the opposite process, we can build an economy and a standard of living the like of which the world has never dreamed."

CONFEREES ON THE WPA APPROPRIATION bill are deadlocked and have called off meeting until their tempers have cooled. Nothing raises congressional blood pressure so violently as WPA. The subject is always good for a row on the floor of both the House and Senate and conference committees have great difficulty in agreeing. This year has been no exception and although an agreement will be reached, probably before this page goes to press, it will not be a hundred percent satisfactory to either chamber, to WPA headquarters and, least of all, to WPA workers.

The chief fight, again not an original idea, is the 18-months clause. The President, in his WPA message, recommended that it be eliminated. The House Committee on Appropriation disagreed. The House knocked it out on the floor and the Senate qualified House action by a clause giving preference to persons who had been certified as in need of employment for three months or more.

Chances that the House will be sustained are not improved by the fact that Representative Clifton A. Woodrum of Virginia, long held a foe of WPA and an ardent supporter of the 18-months clause, is a member of the conference committee.

AS SOON AS REPRESENTATIVE JOHN H. Tolan returns to Washington the House Committee on Labor plans to take up his bill regulating private employment agencies. The bill grew out of the study made by Mr. Tolan's committee on migratory labor and seeks to control private agencies which have been profiting at the expense of the migrants. Briefly it requires such agencies to register, post bond, and pay a fee, and brings them under the general control of the Secretary of Labor.

The bill, HR 4675, charges certain private agencies with abusive practices, including the collection of excessive fees, dissemination of false and misleading information and aggravation of the distress of persons seeking employment.

Hearings will be brief and the measure will be reported to the House floor in the very near future.

THE SENATE HAS AGREED TO REDUCE THE maximum draft age to twenty-eight and the House Committee on Military Affairs has endorsed the bill. It is due for early and almost certainly favorable action on the floor.

The bill does not carry a retroactive clause. Draftees above twenty-eight "caught" last year will have to complete their training. However, they will be among the first discharged and may not be included in the new bill extending the period of service beyond a year. This rumored bill has not been introduced but it is understood here that the War Department soon will request Congress to make such a change in the Selective Service Act. No less an authority than General George C. Marshall, chief of staff, is responsible for the report.

Incidentally, Brig. Gen. Lewis B. Hershey, deputy director of selective service, advocates waiving certain of the physical disability clauses. At the recent National Nutrition Conference he suggested that if those unfit for minor causes were taken into the service their disabilities might be corrected. He estimated that half of those now rejected could be brought up to par by proper diet and medical attention.

HEARINGS ON THE THOMAS BILL FOR federal aid to education, S.1313, have been completed and the Senate Committee on Education and Labor expects to bring out a bill this session. On the House side, however, it is another story. The companion bill, introduced by Representative Clyde T. Ellis of Arkansas, is untouched and its chances for a hearing are meager. Paul V. McNutt, Federal Security Administrator, testifying at the Senate hearing, urged early action on the bill.

ON JUNE 25, PRESIDENT ROOSEVELT ISsued an executive order aimed at wiping out racial and religious discrimination in defense industry. The order, which has been under discussion at the White House for some time, was based on definite evidence that workers are being rejected for defense jobs "solely because of considerations of race, creed, color, or national origin, to the detriment of workers' morale and of national unity." The order creates a committee on fair employment in OPM to investigate complaints of discrimination and adjust grievances; directs all federal departments and agencies to take measures to stop discrimination; and directs all such agencies to include in all defense contracts in the future, clauses obligating contractors to avoid discrimination as a matter of policy and of practice.

RECREATIONAL CAMPS FOR SOLDIERS IN every training area are being planned by the War Department. Seven already have been constructed in the Gulf States, and sites for five more have been selected. Others are in the preliminary planning stage. The Department says the camps are being designed to provide soldiers on leave with inexpensive recreational facilities. There will be sleeping quarters, meals, athletic equipment, and books.

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The Common Welfare

Ford Goes Union

THE greatest of the remaining anti-union strongholds capitulated when the Ford Motor Company signed an agreement with the United Automobile Workers (CIO) last month. Dramatic developments abroad overshadowed what normally would have been headline news. Three months ago, Harry Bennett, director of personnel for Ford, had announced that the company, bowing to an order of the National Labor Relations Board which had been upheld by the courts, would "bargain till hell freezes over, but they [the union] won't get anything." The contract signed by Mr. Bennett, Philip Murray, head of the CIO, and R. J. Thomas, president of the U.A.W., not only reversed the labor policy of the Ford organization, but outdistanced Ford's chief competitors, General Motors and Chrysler, by establishing a union shop.

The major provisions of the contract are: a union shop for all Ford plants in the United States, which together employ over 120,000 workers (a union shop is one in which non-union workers may be taken on, but where they are required to join the union after they are hired); the "check-off," under which the company deducts union dues from employes' wages and turns them over to the union; wage adjustments putting the Ford wage scale on a par with the rest of the industry; a system of shop stewards and grievance committees, with management and union equally represented; liquidation of the "strong arm squad" which played a vigorous part in Ford's resistance to labor organization. Hereafter, Ford cars will carry the union label.

Political Casualties

VICTIMS of a political wrangle are California's 27,000 needy families who last month were left stranded when the legislature adjourned without appropriating relief funds. The fight between the administration forces which demanded an appropriation for the State Relief Administration and an "economy bloc" which demanded the return of relief responsibility to the local communities [see *Survey Midmonthly,* March 1941, page 89] came to a deadlock when the governor vetoed an appropriation bill which provided for the ultimate liquidation of the SRA. Done out of funds by the legislators' sudden longing for home, all SRA programs—direct relief, work relief, work camps—now face immediate liquidation. With the state out of the picture, the bulk of the responsibility threatens to fall on two counties—Los Angeles and San Francisco—where relief recipients are concentrated.

Though some of the legislators evidently voted for adjournment for political reasons and expected to be called back to a special session to complete the unfinished business, indications at this writing are that no special session will be called. Social workers and others concerned with the fate of California's needy see slight hope that pressure from citizens' committees will be brought to bear upon the governor to call the legislators together again. They give three reasons for the public's indifference: the SRA has fallen deeper and deeper into disrepute because of political manipulation, maladministration and constant "airing of dirty linen"; in thirty-three of the state's fifty-eight counties the SRA caseload is less than 100 and consequently rouses little community interest; the public is preoccupied with its concern for defense. In the meantime, unless the counties are willing to dig down into their coffers and produce some relief funds, 27,000 families face a standard of living based chiefly on surplus commodities.

ILO in Canada

THE International Labor Office, one of the most distinguished of the refugees from wartorn Europe, is going on with the tasks undertaken in such high hopes at Geneva in 1920. From its new "working center" at McGill University in Montreal come the *International Labor Review,* and the reports of studies in the labor field for which the ILO continues to act as clearing house. It is a heartening thing these days to find on one's desk a new ILO publication in the familiar green cover, to see the word "international" used in the sense of civilized discussion among men of good will, to realize that in one area, however circumscribed it has become for the moment, "reconciling of differences by agreement" still goes on. The *Review* never has been an exciting publication. But now one turns to its sober pages with eagerness, finding renewed hope in prosaic accounts of the progress of international conventions, the report of undramatic gains in social insurance and protective legislation in Turkey, Uruguay, Australia, Cuba. In spite of reduced staff and budget, the ILO is continuing its technical services to the employers, workers, and governments of its member states. It has resumed representative meetings, and is making plans for the postponed annual meeting which will take place this year, probably in one of the American countries.

A recent ILO leaflet defines the "three outstanding duties" of the Office in the world of 1941: "To protect the gains won during the past twenty-one years; to help solve the labor and social problems raised by the war in neutral and belligerent countries alike; to collect information on wartime economy in order to cushion the shock of the world's ultimate return to peacetime economy, and to prepare for a lasting reconstruction." The leaflet carries the list of fifty-two member states which, through the ILO, are working toward these ends.

An Ill Wind . . .

ALCOHOLISM, considered the most impenetrable of social problems, today is contributing to the alleviation of other social ills. According to figures gathered recently by the Public Administration Clearing House, liquor taxes bring the states fifteen times as much money as they did before prohibition, although liquor consumption has "not yet" reached pre-prohibition levels. The increased revenue—from $21,000,000 in 1915 to $320,000,000 last year—is due to sales taxes on alcoholic drinks, levied by the

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states for the first time after prohibition was repealed. Twelve states have earmarked all this new money for the support of social welfare programs, particularly for the categorical assistances which bring in matching funds from the federal government. Other "worthy causes" to which the tippler's money goes are police pensions, homestead exemption funds, and the reduction of local property taxes and state indebtedness.

"We Carry On"

A GLIMPSE of the way London social work is functioning and of how social workers are demonstrating their competence, resilience, and gallantry is given by B. E. Astbury, general secretary of the London Charity Organization Society, in a letter to an American friend. Mr. Astbury writes:

After many years patient work and propaganda the fully trained family case worker has come into his own, or perhaps I should say, her own. The central government, and more particularly the local authorities, are now clamoring for more and more fully-trained family case workers. They have been of inestimable value in the reception areas in helping to solve the personal problems of our evacuees. In London every trained worker who could be spared has been lent to one government department or another to deal with the widespread problems which arise from intensive bombing. People like myself are pulled in all directions of the compass.

It may interest you to know that I have been appointed advisory officer to the British War Relief Society of U. S. A. and the American Air Raid Relief Committee. A great desire has developed among Americans in this country to see that the money so generously subscribed in America is used to its utmost constructive value. Seven schemes which I recommended now have been adopted by the two American societies. The first is for shelter clubs. Under it we are making grants to boys' and girls' clubs in our most savagely attacked towns to enable them to function during air raids. The government is strengthening club premises, and we are fitting them out with bunks, mattresses, and necessary equipment so that the working adolescents of both sexes can be withdrawn from the public shelters, can spend their evenings in clubs, and can sleep on the premises in charge of club leaders.

The second scheme provides homes for children under five, and shell-shocked children from our raided towns. To these homes in the country, children will go to recover from their unhappy experiences before being billeted out in safety areas.

The third scheme provides for individual billeting of invalid children. We have a very large number of children in our raided towns who have failed to pass the medical examination which precedes normal evacuation to safety areas. They are mainly congenital heart cases, suspected tubercular cases, and crippled children. Under this scheme special billets will be found with nurses or competent people who will give the children the individual attention they need.

The fourth scheme is for the assistance of professional men in the education of their children at public schools. The need for this type of assistance is becoming more apparent daily, and the fund will be an untold blessing to thousands of professional people who are suffering from acute war distress.

The fifth scheme deals with settlements in badly bombed towns to enable them to expand and continue their activities after their premises have been wrecked.

The sixth scheme is for providing recreational facilities for hostels for difficult children in the reception areas. Owing to their unhappy experiences a number of children who have been evacuated from bombed towns are exhibiting behavior problems such as enuresis and personality difficulties. The hostels are being arranged, and from the American funds we are providing them with the necessary equipment for play therapy and recreation.

The last scheme is for the relief of civilian distress due to the war which is not covered by the Lord Mayor's Relief Fund or from statutory sources.

From this you will see that we have tried to make a comprehensive plan to deal with the special social problems created by the war and at the same time to obtain the fullest possible value from the money which the American people so generously have sent.

We find it extremely difficult to carry on our own work. Twelve of our offices have been bombed and in the last severe air raid two more sustained a direct hit. All the records are gone. I think it says much for the old C.O.S. that in every instance we have been able to open a new office within twenty-four hours. Such things as case loads literally have disappeared. It is mainly a case of admitting so many people to the office at a time, and grappling with their problems as best we can.

Denison House itself has been extremely fortunate. We had a direct hit some months ago but the damage was relatively small. Our glass disappears at frequent intervals and we arrive to find the place knee deep in debris and splinters, but somehow it is tidied and we carry on. Mercifully we have been spared any casualties. Like everyone else we do our best to carry on cheerfully though our work is of necessity tremendously sad at times. Our belief in ultimate victory is still unshaken; with everyone else, we are deeply thankful for all that America is doing for us in our hour of great trial.

Herbert C. Parsons

NEWS of the death of Herbert C. Parsons of Boston, at the age of seventy-nine, brings to a circle of friends encompassing three generations, many memories of a warm, richly endowed personality. His keen intellectual grasp of your ideas in their right relation to his own; his pungent wit; his convincing manner—these character traits of a generous-hearted, quick-thinking, lanky, slow-moving fellow, are remembered by everyone who knew him. A master of the art of expression both in public address and in writing and with all the polish of a university, he held only an honorary degree. Friends scarcely could believe his regretful admission that he had not been privileged to attend college.

Herbert Parsons was a farm boy and not too fond of work in the fields. He escaped by way of hiring out as grocer's boy and later as printer's devil on the Greenfield (Mass.) *Gazette*. He became a journalist of some repute, served four years in the Massachusetts legislature, and finally settled down into administrative public service.

As Massachusetts state commissioner of probation, a post he held for many years, he seized upon the first indications of a plan of probation for offenders and developed it into the probation system now prevalent throughout the country. Social workers and penologists called him the "father of probation," and Harvard University, in recognition of his services, made him an honorary Master of Arts. To him also is credited the Massachusetts system of centralized criminal records, and to his thinking may be traced also a fair share of the state's program for the care and treatment of defective delinquents. At the time of his death he was vice-president of the Boston Council of Social Agencies and chairman of the Massachusetts Child Council—R. W. K.

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The Social Front

The AASW Meeting

LONG smoldering differences in the American Association of Social Workers, variously described as "revolt in the sticks" and "a struggle for power," broke out into the open at the delegate conference held in Philadelphia the last days in May. The outbreak was the culmination of several years of accumulating unrest within the organization, the basic reasons for which are far from simple. Tangled in with them are differences occasioned by geography and philosophy, by the lack of a clear definition of the purpose and function of the organization, and latterly by personalities. Back of it all seems to be a protest on the part of a large and influential section of the membership against what it regards as domination of the organization by "the family case work wing." This section alleges manipulation of procedures by that wing to control standards which, it claims, work a hardship on practitioners outside the case work field, limit the usefulness of the organization, and bear scant relationship to the realities of social work as it has developed in the past ten years.

It has been clear for several years that an articulate and apparently growing minority in the association was not satisfied with the direction of the organization or with its program and operation, and was impatient with the processes by which change could be effected. At the delegate conference in Buffalo in 1939 the set-up of the national board was changed definitely to provide regional representation. The new president elected in 1940, Wayne McMillen of the School of Social Service Administration, University of Chicago, was recognized generally as sympathetic with the protesting point of view. Prior to his election occurred the "Clayton incident" [see *Survey Midmonthly,* January 1941, page 17] in which the executive secretary of the association, supported by the then president, Harry Greenstein of Baltimore, and at the request of the association's St. Louis chapter, conducted an inquiry into the personnel policies and practices of the Family Service Society of St. Louis County, Clayton, Mo. Some of the members of the association felt that the national office had exceeded its authority in making this inquiry, though its action was upheld subsequently by the national board. This incident precipitated many complaints to the president by individual members and an official detailed protest by the New Jersey Chapter against the general administration of the national office.

At a meeting of the national board in late March the president, Mr. McMillen, in discussing these complaints, stated his own dissatisfaction with the association's program and with what he termed the resistance to change of the national office administration. At the same meeting the staff of the national office presented a memorandum pointing out certain basic faults in association operations, chiefly the lack of full exercise by the board of its governmental responsibilities. To this lack was ascribed the exposure of the association to repeated attempts to overhaul its structure at the expense of efficient administration and program development.

Since the board saw the issue as basically one of program it did not, at this meeting, take up specific complaints but assigned to the executive committee the responsibility for a study to define the program as it has evolved from past delegate conferences and board action; to define alternate proposals; to evaluate the qualifications of the executive secretary to carry out whatever program was agreed upon. The committee was instructed to report to the Philadelphia meeting on "developments up to that time."

THE PROTESTING WING OF THE MEMBERship was outspoken in its opinion that something more was required than self-study by the executive committee and presumably the national staff. The executive committee was made up of Mr. McMillen, member *ex officio;* Kenneth L. M. Pray of the Pennsylvania School of Social Work acting as chairman; Margaret Rich of the Family Society of Allegheny County, Pittsburgh; Aileen Kennedy Maccracken of Cleveland, formerly with the Department of Public Welfare but now retired; James Brunot of the New York State Charities Aid Association; Lester B. Granger of the National Urban League; and Don Howard of the Russell Sage Foundation, New York.

Throughout the long simmering differences and the "incidents" that periodically demanded attention, the governing body of the association, its national board of twenty-one members, its executive committee of seven members, and its executive secretary operated within the stated and known powers and authorities set forth in the constitution and by-laws, and in accordance with the mandates of the annual delegate conference. Of this there seems to be no question.

During the weeks preceding the Philadelphia delegate conference each "side" in the controversy accused the other of "playing politics" to an extent and by methods which, if true, would warrant the admiration of those practical politicians whose maneuverings social workers are the first to condemn. By the time the Philadelphia conference opened, the issues had become more or less personal with heavy fire directed at Walter West, the executive secretary, and his "qualifications for the duties he should perform."

The Philadelphia meeting included delegates from thirty-six states and Puerto Rico, representing seventy-four of the association's ninety chapters with the New York City and Chicago chapters having the largest delegations. Accredited voting delegates numbered 149. The agenda of the meeting covered many committee reports of professional importance. These included one by the committee on government and social work exposing the "stark facts" of inadequate relief and medical care. But the temper of the delegates was such that these reports received less attention than they deserved. The progress report of the executive committee's study was the uppermost concern.

Presented by Mr. Pray the first day, it brought a parliamentary skirmish—the first of many—as to whether it should be "accepted" or "received and placed on file." By a vote of 90 to 42 it finally was "accepted" and referred back to the executive committee with instructions to proceed with the study along the lines on which it had started. Discussion of its content was scheduled for the following day.

ON SATURDAY MORNING CAME ANOTHER sharp parliamentary clash. This was over the presentation of the progress report by a committee of West Coast members appointed last year to bring in recommendations on financing chapter representatives to the delegate conference. The report, it appeared, had not gone through certain established procedures with the executive committee. It finally was brought on the floor under circumstances which added to the general tension.

Mr. Pray, in opening the discussion of the executive committee's report on its study, pointed out that many of the criticisms made by the members involved the board and president and entailed an evaluation of the whole administrative set-up. The study had not progressed to an examination of the qualifications of the executive secretary. It would require about six weeks more to finish and

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meantime, he cautioned, chapters should not circulate "gossip and vituperation."

In the course of the ensuing discussion, more distinguished by heat than by light, Grace L. Coyle of the School of Applied Social Sciences, Western Reserve University, Cleveland, moved that the executive committee be increased by seven additional members to ensure more geographical spread. Mr. Pray stated that favorable action on Miss Coyle's motion would be taken as a vote of lack of confidence in the executive committee. The motion carried by a vote of 74 to 71.

During the luncheon recess Mr. West presented his resignation to the committee which refused to accept it. Shortly after the next session opened Mr. Pray, arriving somewhat late, asked for the floor to report the action of Mr. West and of the committee and to present his own resignation. In an atmosphere charged with emotion the other members of the committee, scattered through the hall, followed his lead one by one with the exception of Mrs. Maccracken who was not present.

After much discussion and parliamentary involvement, Miss Coyle moved to reconsider the action taken on her motion of the previous day to enlarge the committee. This was passed by a vote of 84 to 57. Then followed a welter of points of order with appeals from the rulings of the chair and what not. At long last it was voted to refer the whole matter of the study to the national board with instructions to proceed with it.

A deficit item of $1,314 in the association's revised budget of $68,600 for 1941, as recommended by the national board, was not well received. At present, national membership dues are $6 with local chapter dues added. A proposal for an assessment of 50 cents on all members for one year to cover this deficit was voted down 72 to 61. The proposal to increase the dues by $1 to help chapters finance representatives to the delegate conference was defeated as in previous delegate conferences where it has been advanced.

On Sunday, in Atlantic City, the national board of the association, with sixteen out of its twenty-one members present, held a long meeting to consider the study reintrusted to its hands, in the "climate" of the delegate conference. After much discussion the board reaffirmed the assignment of the study to the executive committee and directed its pursuit under the same plan and with the same procedures as originally set up. Although the board had no mandate from the delegate conference to change or enlarge the executive committee, the members of that committee insisted that their resignations be accepted. A new committee enlarged to its constitutional maximum of nine was chosen. Mr. Howard and Mr. Granger refused to accept reappointment. The committee as finally constituted is made up of Mr. Pray, chairman; Mr. McMillen, member *ex officio;* Miss Rich, Pittsburgh; Mr. Brunot, New York; Mrs. Maccracken, Cleveland; Elizabeth Wisner, New Orleans; Eleanor Hearon, Denver; Frank Hertel, Minneapolis-St. Paul Chapter; Elizabeth Nairn, Nashville.

The committee met in New York on June 13 and 14 to resume its interrupted study of the program and operations of the association. Mr. Pray promises that the study will be completed with the greatest possible expedition, "let the chips fall where they may," and thereafter will be presented to the board. Later, after board action, and by means yet to be determined, it will go to the chapters and membership.

At this writing the election of new officers of the association is under way with balloting by mail to be completed about July 15. The alternative candidates for president are Mr. McMillen, standing for reelection, and Frederick I. Daniels, general secretary of the Brooklyn, N. Y. Bureau of Charities.

Although both "sides" of the controversy regret the lack of unity in the association, both agree that getting the differences out in the open will be healthy for the association. Great numbers of the membership, only vaguely aware of what it is all about, view the whole proceeding as unfortunate, perhaps disastrous. The governing body of the association holds that a majority of the membership wants a professional organization of high standards and in the long run will support a solution of the present difficulties along professional lines. The protesting groups hold that the membership wants more liberal direction than the association now has and that when fully informed of the issues at stake will get what it wants. All factions, even innocent bystanders, agree that unity will not be achieved quickly or easily.

Jobs and Workers

RETIRED workers drawing federal old age insurance benefits who take jobs available because the pressures of the defense program are modifying employment age limits, will be entitled to their benefits when they again stop work, according to a Social Security Board announcement. Under the law, benefits are discontinued if a worker has a job in covered employment which pays him $15 or more a month. A worker past the age of sixty-five, who has begun to draw his benefits, is required to notify the Social Security Board if he obtains a job in covered employment with wages of $15 or more a month. A worker is not entitled to an insurance payment in a month in which he is so employed, and his failure to notify the board that he is again a wage earner may cause him to lose more than one month's payment. On notification to the board that he has stopped work or lost his job, his benefits will be resumed. A retired worker may obtain a job in employment not covered by the law—domestic service, agriculture, odd jobs not connected with the employer's business—and continue to draw his monthly benefits.

CIO Tax Program—Pointing to the urgent need to produce increased federal revenue without breaking down the living standards of American wage earners, the Congress of Industrial Organizations (1106 Connecticut Avenue, N. W., Washington, D. C.) offers a program to "tax wealth, not wages." Criticizing Treasury proposals for new taxes on low incomes, the CIO has formulated "three major principles to govern a new tax program at this time." These are: relief from income taxes for all incomes below the 1939 exemptions of $1,000 for those without dependents, and $2,500 for heads of households, "and the lifting of all excise and sales taxes from commodities that are not clearly luxury goods"; no additional excise or sales taxes and no extension of income taxes or surtaxes on incomes below $1,000 and $2,500; all new revenue "should at this time be collected from increased taxes on high individual incomes, estates, and growing corporation profits. This includes taxes on excess profits, undivided profits, tax exempt securities, and inheritances."

Wage and Hour Law—A nationwide "punitive and educational drive" to secure full compliance by the canning industry with the regulations of the federal wage and hour law is announced by the administrator, General Philip B. Fleming. Two exemptions, each for fourteen weeks, relax the forty-hour work week limit to permit the processing of perishable commodities, but there has been no modification of the requirement that at least 30 cents an hour be paid, nor of the child labor provisions of the act. Four hundred inspectors of the Wage and Hour Division of the U. S. Department of Labor will start in the South and move northward with the fresh fruit and vegetable season. Every canning plant in the country will be visited.

Of the 650,000 workers employed in the textile industry, it is estimated that 300,000 will get wage increases as the result of the order setting a minimum wage for the industry of 37½ cents an hour. The weekly wage of the lowest paid workers at the standard forty-hour week will be increased from $13 to $15, under the order which went into effect June 30. The new wage minimum, or-

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dered by General Fleming after public hearings on the proposal, was based on the unanimous recommendation of a committee representing the industry, labor, and the public.

Cities and Disputes—How cities deal with the problem of labor disputes is discussed in a new publication of the National Municipal League, "Local Progress in Labor Peace," by William L. Nunn, with an introduction by C. A. Dykstra, former chairman of the National Defense Mediation Board. Price 35 cents from the league, 299 Broadway, New York. Besides a detailed description of the organization and functioning of the Toledo, Ohio, Industrial Peace Board, and of the Newark, N. J., Labor Relations Board, the pamphlet reports on an inquiry among the American cities of more than 30,000 population as to their policies and plans in handling labor disputes. Of the 80 cities (26 percent) from which questionnaires were returned ". . . eleven had no plan for settling local labor disputes, twenty adopted a strictly hands-off policy, ten referred disputes to existing state and federal mediation agencies, and thirty-nine attempted to settle local disputes as a part of the responsibility of city hall. Of the latter, city officials acted directly in twenty-eight cities, city employes were especially delegated as mediators in three cities, panels of citizens functioned in five cities, and municipal labor boards were established in three cities."

Negro Workers—The charge that Negroes are being treated as "second class citizens" in the defense program is made by the Council for Democracy, in a report on current policies and practices in the armed forces and in defense industries—"The Negro and Defense," price 10 cents from the council, 285 Madison Avenue, New York. The council, which is headed by Raymond Gram Swing, cites examples of discrimination by the army, the navy, and the marine corps, by labor unions, by industry, particularly the aviation industry, and in training courses for defense employment. . . . The Welfare Council of New York City presents the problem of Negro employment in a northern city, and the high cost to the taxpayer of racial discrimination in training and in placement, in "The Negro Worker in New York City." From the council, 44 East 23 Street, New York. The report, prepared by Lester B. Granger under the direction of a Committee on Negro Welfare, points out that New York City taxpayers have to foot an annual home relief bill of $20,000,000, and that in 1936, Negroes made up 21 percent of the relief population of the city, though they constituted less than 5 percent of the total population. The report emphasizes the need to protect the traditional jobs of Negro workers, and at the same time to open new fields of occupation to them. Among job areas now largely barred to Negroes solely because of prejudice, even in northern cities, the report cites retail stores, insurance companies, utility companies, transportation, research, engineering, and management.

Record and Report—"Labor Policy in Germany Under the Nazi Regime," is a report of the International Labor Office, Washington, D. C., which tells how the leaders of the present German regime mobilized their labor reserves preparatory to their campaign of conquest. . . . The Welfare Council of New York City offers "Toward Job Adjustment," a pamphlet prepared by Lester B. Granger, Louis H. Sobol, and William H. H. Wilkinson, "to provide workers and agencies with practical tools in coping with the placement and guidance problems of racial and cultural minority groups." Price 50 cents from the council, 44 East 23 Street, New York.

Youth

COLLEGE students and faculty members will join in a conference to discuss "the colleges in the crisis" in early September. The gathering is to be held at International House, Columbia University, under the auspices of the International Student Service. Discussion in the three-day meeting will center around three questions: "What is the crisis of democracy at the present time? Have the colleges and universities a unique contribution to make to the fortification of democracy? What has been the effect of the defense program on our educational system?" Out of the conference, in which students from all parts of the country are expected to participate, ISS will develop its program for 1941-2. Further details from ISS, 8 West 40 Street, New York.

NYA—Students who work their way through college on National Youth Administration jobs rank well above the average in scholarship, according to studies made in several states, and summarized in a recent NYA statement. Thus, in North Carolina 602 (23 percent) of the 2,571 NYA students were on the honor list during the last semester of the 1940-41 academic year, as compared with 12 percent of the general student body. At Utah State College, sixteen of the fifty-one students elected to Phi Beta Kappa were NYA student jobholders. College officials report that NYA students "apply themselves more vigorously and work harder than the average."

A check on the health of young people employed on NYA out-of-school work programs indicates that nine out of every ten have health defects, most of which are remediable. The figure is based on results of medical examinations of 10,000 young NYA workers in twenty-one states summarized in the *Journal of the American Medical Association*. Complete physical examinations, using local physicians and dentists, are being given to all the 385,000 young men and women on NYA non-school projects. The results of the first 10,000 examinations reveal that 25 percent of these youths have never visited a dentist, and 18 percent never have been to a physician. Over half, 56 percent, were in need of dental care; 10 percent had from ten to thirty decayed teeth apiece. Fifteen percent needed glasses, and another 15 percent had diseased tonsils. Other needs discovered were: special diets, 10 percent; minor surgery, 6 percent; treatment for venereal disease, 2 percent; hookworm treatment, 2 percent; major surgery, 2 percent. Five percent of those examined were described as being malnourished, and 3 percent had organic heart disease. The NYA health program is being carried out in cooperation with the U. S. Public Health Service, state health departments, and state medical and dental associations throughout the country.

Guidance Institute—The fifth annual guidance institute in Harlan County, Kentucky, May 25 to 31, brought together at the Pine Settlement School more than three hundred Harlan county teachers, parents, ministers, and other youth leaders for a week of round tables, a demonstration practice school, and arts and crafts workshops. The institutes are sponsored by the Alliance for Guidance of Rural Youth of Richmond, Va., and by state and county organizations. Significant results of the institutes of the past four years, as summarized in the report of the 1941 meeting, include: the establishment of a county trade school; the opening of the only rural junior counseling service in the United States, in the Harlan office of the Kentucky Employment Service; coordination of vocational education activities of the county, through the employment of a specialist in the field; improved schools through improved teaching, buildings, grounds, and records; the organization of hot lunches and physical examinations and planned recreation in many schools of the county.

Record and Report—"Work Camps for College Students," by Kenneth Holland, is a study of the camps maintained during the summers of 1939 and 1940 by the American Friends Service Committee. The pamphlet is based on first-hand observations of "the aims, activities, and operations" of five of the camps, and includes evaluations and recommendations for the program. From

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the American Youth Commission, 744 Jackson Place, Washington, D. C. . . . A study outline, "Youth and Democracy in the Rural Community," has been prepared by E. L. Kirkpatrick and Agnes M. Boynton for use in connection with the 1941 session of the American Country Life Association, to be held at Nashville in October. Price 10 cents from the association, 297 Fourth Avenue, New York.

Concerning Children

THE eighth Pan American Child Congress has finally been scheduled to meet in Washington from March 28 to April 4, 1942. Recommendations that the congress be held in the United States were made by the International American Institute for the Protection of Childhood at Montevideo and by the governing board of the Pan American Union after the postponement of the meeting originally scheduled for Costa Rica in 1939. Katharine F. Lenroot, chief of the U. S. Children's Bureau, has been named chairman of the organizing committee whose other members are William G. Carr of Washington, Dr. Henry F. Helmholz of Rochester, Minn., Warren Kelchner of Washington, the Rev. Bryan J. McEntegart of New York, Dr. Thomas Parran of Washington, John W. Studebaker of Washington. Secretary to the committee is Elisabeth Shirley Enochs of the Children's Bureau.

In Texas—After the opening of the WPA school lunch project last term, school attendance in one Texas county grew to such an extent that it was necessary to hire extra teachers. Economical school trustees are now considering banning the project from the county.

War Victims—Last month 119 European children, the largest number to come to this country since the cessation of British overseas evacuation last fall, arrived in New York on a Portuguese liner. Of these, 101 were charges of the U. S. Committee for the Care of European Children. They were assembled from homes and camps in unoccupied France, but came originally from Austria, Germany, Poland, Czechoslovakia, Belgium, and Rumania. Said one young girl on arrival: "Most of us are only half happy because our parents are in Europe." Many of the parents are in concentration camps.

Board Members—The various activities open to board members of a children's agency are indicated by the report of the educational service committee of the Connecticut Children's Aid Society, presented by Helen Johnson Small at the society's recent district meeting in Hartford. The committee was divided into three groups: legislative, reading and meetings, open house. The legislative group was particularly active in driving for a statewide aid-to-dependent children's program and a state labor relations board and saw both of these goals successfully reached during the year. Besides reviewing the many social work bulletins and periodicals for the rest of the committee, the reading and meetings group published a mimeographed bulletin of its own called *News Items*, containing information in the field of social work. Through its hospitality to other members of the community the open house group served as a valuable public relations medium for the agency.

The Feebleminded—A study of facilities in Massachusetts for the care of feebleminded children, undertaken by the Massachusetts Child Council "as a part of the charge of the White House Conference on Children in a Democracy to protect the interests of children," has resulted in six recommendations to remedy a situation "which spells defeat of adequate, humane, and sound performance." The report, "Feebleminded Children as a Massachusetts Problem," by Jennette R. Gruener finds a shift of emphasis from training to custodial care as the main cause of the "practical suspension of flow into and out of the schools" which has brought about overcrowded conditions and long admission waiting lists. The recommendations: investigation of each case on the waiting list to determine the relative need for institutionalization or community supervision; increased institutional facilities; development and coordination of the Department of Mental Health's program of community supervision; extension of special classes in the public schools, particularly in rural areas; re-evaluation of the present methods of dealing with the feebleminded; interpretation to the public of the problems involved.

In Print—"Recording Child Welfare Services," publication No. 269 of the U. S. Children's Bureau, is the outcome of three years of study and discussion by a committee of supervisors and administrators of state child welfare programs and an adviser from the Children's Bureau. Because early in its discussion the committee found that the development of any useful system of case recording depended upon the clarification of basic treatment principles, the report deals with recording as an integral part of case treatment and focuses discussion upon "the principles of adequate case treatment related to the total needs of individual children." Price 10 cents from the superintendent of documents, Washington. . . . "Citizens of Tomorrow," by H. Ida Curry, a popular interpretation of the proceedings of the White House Conference on Children in a Democracy [see *Survey Midmonthly*, February 1940] takes up the major part of the June issue of *Social Action*, periodical of the Council of Social Action of the Congregational Christian Churches. Two short articles also on White House Conference concerns complete the issue: "The White House Conference Comes to Your Community," by Cheney C. Jones and "Tomorrow's Children and the Church," by Mildred C. Widber. Price 15 cents from the council, 289 Fourth Avenue, New York. . . . "If She Were Yours," an appealingly illustrated interpretation of rural child welfare services issued by the Pennsylvania Department of Welfare, explains the needs on which these services are based and describes the facilities existing in Pennsylvania to meet them. On request from the Rural Child Welfare Unit, State Department of Welfare, Harrisburg, Pa. . . . "Parents Wanted," a popularly written pamphlet prepared by the adoption committee of the family and child welfare division of the Buffalo Council of Social Agencies, presents the problems of adoption from the point of view of the child, the natural parents, and the adoptive parents. Price 10 cents from the council, 70 West Chippewa Street, Buffalo, N. Y.

Movie—"The Children Next Door," a fourteen-minute movie recently prepared by the New Jersey Children's Home Society, Trenton, N. J., with the cooperation of the Union Industrial Home of Trenton, is a dramatic but simple interpretation of foster care suitable for use by any child caring agency which includes this service in its program. The scenario tells the story of a temporarily broken home saved from permanent tragedy when foster care was provided for the two children. The picture has been commended for its straightforward presentation and lack of over-dramatization. Available for rent or purchase in 16 mm. and 35 mm. sizes from the society.

In the Libraries

SOME of the outstanding library losses in England are described in a recent supplement to *Bulletins from Britain*, published by the British Library of Information, 620 Fifth Avenue, New York. In addition to the six million volumes in London booksellers' and publishers' stores destroyed in "the great fire" of December, a large number of books have been lost through "direct bomb hits, through fire caused by incendiaries, and through water damage." The rarer books were removed to places of safety at the outbreak of war. The volumes gone "are those most used by readers—books in lending and reference

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libraries and working collections of colleges." Among the libraries which have suffered severe war losses, the report cites: the Mocatta Library at University College, London, where some 100,000 volumes were destroyed when the Great Hall was shattered by a direct hit and then burned by incendiaries; a working library of 7,000 volumes at King's College, which had been evacuated to Bristol University; some 25,000 volumes of the library of the Guildhall; about 20,000 books, and all records of books on loan, in the Hinet Public Library in Camberwell; the central reference room and 15,000 volumes at Hempstead, where an additional 10,000 books were destroyed by water. Outside London, in Manchester, Birmingham, Bristol, Sheffield, Liverpool, bombs and fire have taken heavy toll of library books and equipment. How library service has been carried on, in spite of the *blitz,* is the heartening side of the grim report. Thus at Hinet, with 3,000 books returned by borrowers, service was resumed the next day after the bombing in a hall adjoining the ruined library. At Hempstead, an improvised lending service was started in the Children's Library, though "the borrowers had to be satisfied with books returned by others." At Bethnal Green, where a high explosive bomb fell into the center of the lending department, service was interrupted only three hours. The librarian writes, "The News Room is being well used, and it would give Hitler food for thought to see people tranquilly reading their papers while the guns are barking nearby." The bulletin comments on this sheaf of library news from the Battle of Britain: "It is indeed a sad picture, illuminated only by the devotion and energy of the librarians' staffs who have succeeded, amid so many difficulties, in organizing improvised schemes and maintaining their libraries' functions intact."

Reading Clubs—Vacation reading clubs for school children of the state are planned by the Oklahoma Library Commission. The clubs will emphasize the reading of vocational books and inspirational books, "especially those based on the principles and background of our American democracy." Reading certificates will be given each child who reads ten books at his school grade level during the summer holidays.

Defense Reading—The Illinois Board for Vocational Education, in cooperation with the Illinois State Library, has laid out certified reading courses for workers engaged in defense occupations, or taking training for defense employment. Approved book lists, each with fifteen to twenty-five titles, have been arranged on some thirty subjects related to defense training. To gain a certificate of accomplishment, the worker must read a specified number of books—usually about half a dozen—and submit a brief report on each to the adult education department of the Illinois State Library in Springfield. Local librarians will secure books not on their shelves from the State Library, and reserve them for those following these reading courses.

Book Lists—Leaflet No. 60 of the U. S. Office of Education is an annotated reading list for young readers, "Choose a Book About Things to be Conserved," compiled by Helen K. Mackintosh and Effie G. Bathurst. Price 5 cents, from the superintendent of documents, Washington, D. C. . . . The American Library Association's April "Booklist," Part II, brings together titles and descriptions of a number of books in Latin America for young readers." The pamphlet includes a brief article on available materials. The books are listed by countries, and graded. Price 25 cents from the association, 520 North Michigan Avenue, Chicago. . . . The sixth edition of "Good Reading," an annotated list of 1,000 books, prepared as "a guide for college students and adult readers," is a revision of a perennially useful pamphlet. It was compiled by the Committee on College Reading. Price 20 cents from the National Council of Teachers of English, 211 West 68 Street, Chicago.

The Public's Health

THE common defense theme which runs through all current conferences did not escape the third annual convention of the Group Health Federation of America in Milwaukee in June. There it was translated to a concern for industrial health evinced in a preponderance of papers on industrial health services and the relationships of group health plans to industrial programs. Along with this broader interest, however, the delegates again brought each other facts and figures to aid in solving the financial and service problems involved in a group health program. Dr. Mahlen D. Ogden of Trinity Hospital, Little Rock, Ark., was reelected president.

Controversy—The first combination hospital and medical service plan to be developed in New York has met with objection from an unexpected source—the United Neighborhood Houses of New York. The plan which was formally announced last month by Dr. S. S. Goldwater, president of the Associated Hospital Service of New York, provides for hospitalization and medical service within a hospital at a cost of $12 a year for individuals and $27 a year for families regardless of the number of dependents. Participation in the plan will be limited to single persons with incomes of $1,200 or less, couples with combined incomes of not more than $1,680, families with net incomes not exceeding $2,100. The hospital care, which will be limited to ward service, will be provided by the Associated Hospital Service; the medical care, by the Community Medical Care, Inc., a new non-profit medical indemnity corporation organized for this purpose. Objections of the United Neighborhood Houses to the plan, which has been worked out in cooperation with medical advisers, hospital executives, social workers, and others, are based on the limitations of its service and on the fact that "a very substantial portion of those whom the plan seeks to serve are now eligible, under the city's rules, for free care." Said a statement issued by the settlement association's board: "It is obvious that the chief purpose of this plan is to transfer the burden of hospital cost from the shoulders of voluntary contributors and taxpayers to those of the very poorest non-relief group in the community."

Short Cut—In order to meet the shortage in nurses the American Red Cross is sponsoring a nurses' training school for college graduates in collaboration with Bryn Mawr College and the Woman's Medical College of Pennsylvania. Two hundred women who last month began intensive study of the theoretical side of nursing at Bryn Mawr will be sent in the fall to a selected group of nursing schools from which they will be graduated in a shorter time than the usual thirty-six months. A similar experiment was successfully undertaken during the last war by the Red Cross in collaboration with Vassar College.

Health Insurance—Recent permissive legislation in Massachusetts leaves medical care experimentation in that state free to follow two different courses. One act sponsored by the state medical society permits medical indemnity insurance of the type approved by the American Medical Association, which emphasizes actuarial soundness and is open to participation by any licensed physician in good standing. Such plans are placed under the control of the State Insurance Department. Another act, which legalizes the present White Cross Medical Service Plan [see *Survey Midmonthly,* December 1940, page 367], opens the way to group practice by permitting the establishment of plans with selected physicians practicing under any system of their own choosing and emphasizes quality of service as the primary consideration. Such plans will be supervised by the State Department of Health. . . . In New Jersey a medical service plan for WPA workers has been endorsed by the

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state medical society. The plan, which will cost a family of four $22.80 a year, will operate under the Medical Service Administration of New Jersey, a non-profit organization conducted by the medical society. . . . In Wisconsin, a compulsory health insurance bill sponsored by the State Federation of Labor is being opposed by the state medical society and the Christian Science churches. The plan, which would include workers earning less than $250 per month and their dependents, would be financed by a 2 percent deduction from the worker's pay check and an equal contribution from his employer.

The AMA— The legal battle between the federal government and organized medicine reached a breathing space last month after the American Medical Association and the District of Columbia Medical Society filed an appeal against the District Court's decision in the anti-trust suit brought against them. [See *Survey Midmonthly,* January 1939, page 16; August 1939, page 247; April 1940, page 135; March 1941, page 92; May 1941, page 157.] The appeal, which will stay execution of the sentence imposing fines of $2,500 and $1,500 respectively upon the two organizations, will not be heard until the fall term.

In the meantime the major attention of the AMA has turned to the more pressing issue of national defense. At its annual convention in Cleveland the first week in June the House of Delegates adopted resolutions approving the general objectives of the recent National Nutrition Conference for Defense [see *Survey Graphic,* July 1941], recommending that its committee on medical preparedness develop a plan for utilizing the services of foreign born doctors not eligible for commissions in the army and navy medical departments, urging the federal government to establish a central agency with authority to procure and assign physicians for the army, navy, U. S. Public Health Service, Selective Service Administration, and the civilian and industrial needs of the country. The delegates pointed out that at present there is no official body with authority to select the physicians necessary for immediate duty should the United States suddenly enter into a war. During the past year the association has sent questionnaires to 185,000 physicians to obtain information of value to the surgeons general of the army, navy and Public Health Service.

The Horseman— Recent reports from England on infectious diseases indicate that war still rides attended by at least one of its traditional companions. The principal towns of England and Wales had nearly three times as many cases of measles in the first five months of this year as in the same period last year, nine times as much whooping cough causing seven times as many deaths, half again as much diphtheria as last year, nearly half again as many scarlet fever cases.

In Print— "Prepayment Plans for Medical Care," by Franz Goldmann, published by a joint committee of the Twentieth Century Fund and the Good Will Fund in cooperation with the Medical Administration Service, considers the subject from two angles: first as "a discussion of the principles underlying voluntary prepayment of medical care"; second as a comparative study of five group practice plans for self-supporting people. Price 25 cents from the Medical Administration Service, 1790 Broadway, New York.

"Programs for Dental Health," issued by the national health program committee of the American Dental Association presents a "statement of those essential principles that must be the basis of any effective program designed to serve the dental health of the nation" and describes the various government services which include community dental programs. On request from the association, 212 East Superior Street, Chicago.

Among the States

TRENDS in social legislation among the forty-three states which have had legislative sessions this year have been toward liberalizing aid and the incorporation of merit system principles within the administration of assistance programs, according to a survey made last month by the American Public Welfare Administration. Principal benefactors of the liberalization will be the needy aged, dependent children, and the blind.

Arizona, Indiana, Oregon, and Rhode Island joined those states which have raised the maximum old age assistance grant from $30 to $40, complying with the recent liberalization of the Social Security Act. West Virginia achieved the same effect by removing maximum limitations on old age grants and inserting the stipulation that payments must never exceed twice the federal contribution. Old age assistance restrictions were also loosened by the removal of state liens against recipients' property in Kansas, New Mexico, Nebraska, and Indiana. Minnesota authorized the release of liens "when the major portion of the investment in the recipient's homestead was made by children of the recipient by personal service in the home or otherwise." South Dakota, on the other hand, tightened lien provisions.

Liberalization of aid to dependent children took the form of raising the eligibility age limit of school children to eighteen in Connecticut, Maine, Maryland, North Carolina, and Wyoming. Only West Virginia raised the maximum age limit to eighteen without requiring school attendance. Aid to the blind was raised from $30 to $40 in Arizona, Colorado, Iowa, Indiana, and Montana and top limits for blind aid were completely erased in North Dakota and Wyoming.

A number of states widened the spread of civil service. North Dakota placed state and county personnel of the crippled children's services under a merit system; Montana relaxed residence requirements for state and county welfare department personnel when residents with the required qualifications cannot be found; Indiana established a state civil service agency covering the social security services.

Changed Policies — All single, able-bodied, employable persons between the ages of twenty and forty are to be barred from the Pennsylvania relief rolls beginning July 16, according to a new policy adopted by the Department of Public Assistance. The ruling will affect about 6,000 persons. However, it reserves for them the right to appeal to their county assistance boards for reinstatement on the rolls. Reinstatement will depend upon the applicant's demonstration of "his inability to work because of physical or mental handicap or because of the unavailability for him of any proper employment at prevailing wages." . . . In Maine the commissioner of welfare recently ruled that the state would no longer pay the funeral expenses of old age assistance recipients, thereby releasing $90,000 a year for further help to the living aged. The new use for the money also enables the state to bring in a similar amount from the federal government. . . . In Colorado the director of public welfare has ruled that poorly paid school teachers employed in districts where salaries are paid only during the school term may receive old age assistance during the summer months, if they meet eligibility requirements.

People and Things

LAST month marked the first meeting of the Inter-American Red Cross Commission for the Coordination of Disaster Preparedness and Relief which was authorized by the Fourth Pan American Red Cross Conference at Santiago, Chile, last December. Only delegate from this country was James L. Fieser, vice chairman in charge of domestic operations of the American Red Cross, who flew to Lima where the meeting was held under the auspices of the Peruvian Red Cross Society. The commission, which is responsible to the League of Red Cross Societies, is working in close association with the Red Cross organizations of the

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American Republics to stimulate the development of effective plans for disaster preparedness and relief, for implementing technical informational exchanges regarding disaster hazards and relief methods, for securing cooperative action when catastrophes occur requiring international or intersectional relief assistance. Other members are delegates of the Red Cross societies of Ecuador, Colombia, Chile and Peru.

Further efforts toward increased collaboration between the Red Cross societies of the Americas are evidenced by the appointment of Sergio Huneeus, former counselor of the Chilean Embassy at Washington, as director of the Pan American Bureau of the League of Red Cross Societies. Mr. Huneeus, whose headquarters will be on this side of the Atlantic instead of in Geneva as are those of all other members of the league secretariat, will devote full time to concerns of the Red Cross societies of Latin America.

Absolved—In a unanimous opinion the Illinois Supreme Court has completely absolved A. L. Bowen, former director of the State Department of Public Welfare, from any blame for the typhoid epidemic which occurred in the summer of 1939 at Manteno State Hospital.

The Kankakee County Circuit Court had held Mr. Bowen guilty of neglect of duty in failing to act upon reports of the State Department of Public Health that the drinking water at the institution was impure. Mr. Bowen contended that the epidemic had been caused by a typhoid carrier, a recently admitted patient, who later died. The Supreme Court declared that the charges against Mr. Bowen were unsupported by proof and reversed the decision of the lower court, thereby ending the case.

Honors—"Ten Years Ago Tomorrow," a recent issue of the bulletin of the Community Service Society of New York, is entirely devoted to a biographical sketch of "a man characterized by his simplicity and his great ability to relate his knowledge gained in other fields to our field of social work"—Walter S. Gifford, who just finished ten years of service as president of the CSS and its predecessor, the Charity Organization Society.

Last month the American Foundation for the Blind awarded the 1941 Migel medal for "outstanding service to the blind" to Eva B. Palmer, executive secretary of the Cleveland Society for the Blind. . . . June, the month of academic kudos, brought honorary degrees to Caroline Slade, former child welfare worker and author of the social novels, "Job's House" and "The Triumph of Willie Pond," L.L.D. from Skidmore; James E. West, chief scout executive, Boy Scouts of America, LL.D. from Hamilton College; David W. Armstrong, acting executive director Boys' Clubs of America, M.A. from Dartmouth; the Rev. J. J. Tompkins, founder of the cooperative movement in the Canadian Maritime Provinces [see "The Lord Helps Those," by Bertram B. Fowler, *Survey Graphic,* June 1938], M.A. from Harvard.

Retiring—Last month 300 alumni and friends of the Western Reserve School of Applied Social Sciences attended a dinner in honor of Dean James E. Cutler, who is retiring after twenty-five years as the school's director. Speakers were the president of the university, the mayor of Cleveland, representatives of the trustees, faculty, alumni, and student body. The university was presented with a portrait of Dr. Cutler and he and Mrs. Cutler were the recipients of other gifts. Established at the instigation of the social work agencies in Cleveland as one of the country's earliest schools of social work, the Western Reserve School of Applied Social Sciences has always retained close relationships with the community agencies.

Elected—By-product of the conference and annual meeting season is a host of new organization officers. Among the recently elected: Howard Braucher, executive secretary of the National Recreation Association, as the association's president; Israel S. Chipkin, associate director of the Jewish Education Committee, as president of the National Conference of Jewish Social Welfare; Dr. James C. Healey, chaplain of the YMCA's Seaman's House, New York, as chairman of the National Association of Seamen's Welfare Agencies; Dr. Edmund Prince Fowler, director of clinics and research of the New York League for the Hard of Hearing, as the league's president; A. L. Schafer, manager of the Pacific area of the American Red Cross, as president of the California Conference of Social Work.

Changes—The National Refugee Service has secured Albert Abrahamson, until recently associate professor of economics, Bowdoin College, Me., to succeed William Haber as its executive director. . . . The department of consumer credit of the Russell Sage Foundation, New York, has a new assistant director, J. Glenn Donaldson, former assistant attorney general of the state of Colorado. . . . This month Harry W. Marsh, erstwhile field secretary for the National Civil Service Reform League, resumes his former duties as personnel director for the Connecticut State Department of Personnel. . . . The National Travelers Aid Association, which is working on plans to recruit eighty additional social workers for its part of the USO program, recently added Helen Montgomery of the Chicago Travelers Aid Association, and Lucille O'Reilly, recent graduate of the New York School of Social Work, to its expanding staff of field supervisors. . . . J. Stewart Nagle, former secretary of the mid-eastern area of the American Mission to Lepers, has been appointed financial director of the National Probation Association to serve during the year's leave of absence of Kenneth Kenneth-Smith.

Contest—The Association Press, publication department of the National Council of the YMCAs, 347 Madison Avenue, New York, is sponsoring a contest for the "most suggestive and interesting article on how books and pamphlets are used in a local organization." The winner will have his choice of $25 worth of books. The article, which may be any length necessary to tell the tale, should contain specific information on how and what materials are used for staff training, community interpretation, volunteer aid, board and committee education. The contest closes September 15.

Deaths

DOUGLAS GRIESEMER, for more than seventeen years the director of the public information service of the American Red Cross.

PHILIP D. FLANNER, suddenly on June 28. Formerly director of the Wisconsin State Department of Public Welfare, he had been associated with the American Public Welfare Association as a field representative.

HELEN R. REID, writer, lecturer, and leader in Canadian social work, at the age of seventy. Her educational and philanthropic achievements brought her the honor of Commander of the British Empire in 1935, the Jubilee Medal the same year, and the Coronation Medal in 1937.

GEORGE R. ARTHUR, director of YMCA work for colored people in Chicago and executive director of the Wabash Avenue branch. A former member of the staff of the Rosenwald Fund and long active in the field of racial relations, Mr. Arthur was widely known throughout the country.

DANIEL CARTER BEARD, pioneer in boys' work in this country and one of the founders of the Boy Scouts of America, at the age of 91. In 1905 Mr. Beard organized the "Boy Pioneers, Sons of Daniel Boone," predecessor to the Boy Scouts. For many years he was national scout commissioner and was affectionately known to boys throughout the country as "Uncle Dan."

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Book Reviews

Faith For Living

LET US HAVE FAITH, by Helen Keller. Doubleday, Doran. 78 pp. Price $1.

CAN CHRISTIANITY SAVE CIVILIZATION? by Walter Marshall Horton. Harper. 271 pp. Price $2.

THE SOCIAL GOSPEL REEXAMINED, by F. Ernest Johnson. Harper. 261 pp. Price $2. Postpaid by Survey Associates, Inc.

THESE three volumes belong to the literature of hope. Also, because their authors are thoughtful, not to say distinguished, they belong to the literature of intelligent hope.

Miss Keller writes with great enthusiasm under the spell of a conviction that the higher powers of human nature for the most part lie dormant. She might have taken as a text Thoreau's, "Man's capacities have never been measured." To some, her faith will appear at times to border on the credulous, but as F. Ernest Johnson observes in his volume, credulity is Miss Keller's belief that the "negative value" of war may be transcended "if we put day by day faith and democracy behind every cannon, tank, and bomber." But Miss Keller's own life is such a tribute to faith and human capacities generally that what she writes deserves wide reading.

Professor Horton's volume will be rewarding to the student who comes to social and religious problems with a philosophical bent. From a well documented historical knowledge the author contends that religion often has played a saving role in an era of decadent culture, and in times when temporary chaos has disrupted communal life and sanctions. It was the culturally crude and other-wordly Christian movement which unwittingly and unintentionally "saved" Roman civilization, preserving the best in it for later centuries. Likewise in the Orient decay and destruction have at times been arrested by the vigor and vitality of a new religious movement or a revival within the traditional cult. Professor Horton sees the world of today as one interrelated world at the autumnal season, with a hard winter ahead. Much that we have loved is dying and much more is yet to die. The only thing we can do is to sow the winter wheat. In an impressive manner he outlines his faith for "the emergence of some fresh movement of moral concern and religious renewal among Christian people," which may preserve some values out of the world's decline and build anew for the morrow.

Professor Arthur E. Holt refers to Mr. Johnson's volume as one of the "bridge building books." It is an effort, and a very commendable one, to unite thoughtful conservatives (the neo-orthodox) and penitent liberals in an interpretation of the Christian Gospel applicable to the whole of society. The post war theological liberal is taken to task for a good deal that was superficial in his judgments, and the conservatives are gently chided for a theology too much influenced by the general pessimism which was the World War aftermath. Mr. Johnson handles without gloves the tricky distinction between the individual and the community which has led many to speak of "moral man and immoral society." He believes that this whole line of reasoning is fallacious; he is tolerant, human and Christian. He makes allowance for a wide divergence of opinion on all essential matters, and is not dogmatic about Christianity and war. He is trying to persuade all people of good will to forget some things that are unimportant; to work for both a personal and social ethic that will allow the widest fulfillment and development of personality. All things in individual or social life must take their standard of measurement from the long run effect on human personality.

JOHN PAUL JONES
Union Church of Bay Ridge, Brooklyn

The Rising Generation

YOUTH, FAMILY, AND EDUCATION, by Joseph K. Folsom. With sections by Winifred E. Bain and Ellen Miller. Prepared for the American Youth Commission. The American Council on Education. 299 pp. Price $1.75, postpaid by Survey Associates, Inc.

THIS book is essentially an enumeration of what education has been doing in recent years to meet youth's needs more adequately, from the special angle of maturing into effective and responsible members of the family. It is the last stage in a series of studies and experiments sponsored over a period of years by the American Youth Commission of the American Council on Education. Part I discusses the problems of modern family living and the needs for improving family life, as a challenge to educators. It gives, too, a brief history of the origins and developments of family life education. The bulk of the book, Part II, is "Present-day Practice and Problems." Here are described the education of parents for making better homes and family relations, and the education of children and adolescents for becoming better parents, spouses, and home-makers.

The conclusions summarize the reasons for youth's maladjustments, for increasing appreciation of family, and for the educators' responsibility. Recommendations include typical programs and activities that should be adopted by schools at the various levels from elementary to collegiate, programs for parent education outside of school, facilities for family counseling, and means of coordinating the work of various agencies. The underlying philosophy of the movement for family life education is shown to be comprehensively humanitarian and democratic, for its purpose is "to cultivate the faith that human life is worth living and that it is worthwhile to make it better." Included in the volume is an excellent bibliography and a valuable classified list of agencies of all kinds concerned with improving family life as well as with research and education. The book should be of help not only to leaders in education for better homes and better home-making, but to educators generally, community leaders, and indeed to all who are concerned with what is happening to the rising generation.

SIDONIE MATSNER GRUENBERG
Child Study Association of America

Erratic Business

SHOES, THE WORKERS, AND THE INDUSTRY, by Horace B. Davis. International Publishers. 256 pp. Price $2, postpaid by Survey Associates, Inc.

THE story of shoes has not secured the close attention that has been accorded the dramatic conflicts resulting from the relocation of the textile industry or of even the urbanized and more conspicuous clothing industry. The shoe industry has had many of the same problems, but has hidden them away in scattered towns and cities from Maine to Missouri. The industry has been gregarious but has been subject to constant movement, from East to Middlewest and from established New England towns to new centers offering competitive inducements. In shoes, one has in the background the effect of a shoe machinery monopoly which, by its leasing policy, has influenced the size of units in the industry. One also notes the important but declining force of a localized skilled labor supply which has shaped its expansion. Offsetting this, one observes the force of the integration of marketing with the producing units which has enlarged the scale of production and, aided by tax exemptions and subsidies, has swept the industry into new centers in quest of cheap labor supplies.

Perhaps the most interesting and significant section in Mr. Davis' exceedingly useful book is the careful description of the erratic growth of unionization in the shoe and leather industry. Jurisdictional problems have been common. The greater issue, however, has been a narrow provincialism which has brought the rise of independent and jealous local or regional organizations or has dominated the attitude of national affiliates. The low level of wages in the industry, the uncertainty of work, and the hazards of the job are well set forth.

"The most serious danger faced by shoe workers as a group," says Mr.

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Davis, "is that of becoming stranded. . . . The average life of a shoe firm is only about six years and is becoming shorter. Since 1923 the number of shoe firms winding up has been in each year over 10 percent of the total number of firms: in the nine years, 1923 through 1932, the mortality was steadily above 16 percent a year. Of the shoe firms in business in 1885, only 1.8 percent were still in business in 1937." The industry is termed "irrational and contradictory." It shows "overdevelopment side by side with underconsumption; efficiency in the midst of general waste and misdirection of effort; integration into large units side by side with separation into small units; monopoly and cut-throat competition; standardization side by side with the breaking down of standards, organization and disorganization, order and disorder, reason and unreason at one and the same time. But the unreason overshadows the reason." The shoe industry, concludes the author, is as "sick as any major American industry today, and other branches of the leather industry are not much healthier."

Amherst College COLSTON E. WARNE

Primarily a Procedure

PSYCHOTHERAPY, by Lewellys F. Barker, M.D. Appleton-Century. 218 pp. Price $2, postpaid by Survey Associates, Inc.

DR. BARKER, one of America's most distinguished physicians, has been successively anatomist, pathologist, and clinician. Interested throughout his career in nervous and mental problems, he has written a text on the anatomy of the nervous system, has been president of the National Committee for Mental Hygiene, and has edited systems of medicine and of endocrinology. A brief biological note giving his background lends weight to this small but comprehensive and authentic exposition of psychotherapy, defined as "treatment that attempts to improve the condition of a human being by means of influences that are brought to bear upon his mind." Based upon his own systematic use of psychotherapy over a period of thirty years, Dr. Barker addresses the book to general practitioners of medicine and intelligent laymen. While it is obvious that he thinks of psychotherapy as primarily a medical procedure—as indeed it is—the book is of value to all who must deal with those presenting any of the multiple facets of maladjustment.

The book is somewhat uneven in its emphases, and some sections are shorter than could be wished in the light of the material presented. But such things are to be expected in a short work. The analysis of the various methods of psychotherapy seems especially valuable, as does the chapter on psychotherapy at different ages. The author's skepticism regarding psychoanalysis appears to have an empiric basis in his own personal experience.

All physicians should read this book and put its counsel into practice. It is highly recommended to social workers, both for its penetrating and splendidly written analysis of methods and their application in a wide variety of disorders, and because of its hints regarding limitations, revaluations of effort, and self-criticism.

New York LAWSON G. LOWREY, M.D.

Growing and Promising

CONSUMERS' COOPERATIVES IN THE NORTH CENTRAL STATES, by L. C. Kercher, V. W. Kebker, and W. C. Leland. Edited by Roland S. Vaile. Minnesota Press. 431 pp. Price $3.50, postpaid by Survey Associates, Inc.

IN this nation where the concept of political democracy was first taken seriously but in which that concept was not translated into the economic order, and where, in consequence, political democracy itself is threatened by extreme inequalities in wealth, it is urgent that Americans comprehend the full meaning of the cooperative movement. The fact that only 8 percent of the adults in one of our states voted in the 1940 general election, coupled with the aggressiveness of other forms of government than our own, must impel consideration of a movement which offers so practical an avenue to the restoration of relative economic democracy and more effective political organization. Here is a reliable treatment of a growing and promising movement. It sketches the origin and philosophy of cooperatives, their forms, the contribution of Scandinavian immigration to them, and it outlines with a wealth of detail a considerable number of the foremost cooperatives of the North Central states. The volume will prove helpful to college and university professors and their classes, to ministers in their work, and to leaders in cooperatives. Though parts of the book are deep because thorough, other parts are not too difficult for use by advanced, superior highschool students.

MORRIS E. MITCHELL
State Teachers College, Florence, Ala.

Relatives by Law

THE STEPFATHER IN THE FAMILY, by Adele Stuart Meriam. Edited by Sophonisba P. Breckinridge. University of Chicago Press in conjunction with *Social Service Review*. 158 pp. Price $1, postpaid by Survey Associates, Inc.

THE legal status of the stepfather's relationship to his stepchildren, particularly as to his responsibility for their support, has long been neglected despite its importance to relief agencies and its implications for social work service in the family and children's fields. This thorough and ably presented analysis of the stepfather's legal liability for his stepchildren should therefore be welcomed.

Although the problems arising in consequence of this relationship are relatively few, the confusion of conflicting statutes and court decisions have served to frustrate much of the effort to cope effectively with these situations. Case workers and officials have been obliged either to temporize with such problems or to seek legal remedies in the dark. Both of these courses perhaps have highlighted the position of the stepfather out of all proportion to its general significance. If so, it has made this study even more essential.

Miss Meriam not only has formulated clear logical statements of general principles but has supported them with a wide range of case material and references to court decisions. The prevailing laws and judicial interpretations are jurisdictionally distinguished so that the volume can be put to wide practical use. Above all, however, it should serve to emphasize the need for more realistic and uniform legislation to reconcile currently conflicting judicial interpretation with sound social administration in the area of family relations.

EMERY A. BROWNELL
Legal Aid Society, Rochester, N. Y.

Same Old System

PROPAGANDA AND THE AMERICAN REVOLUTION, 1763-1783, by Philip Davidson. University of North Carolina Press. 460 pp. Price $4, postpaid by Survey Associates, Inc.

RECONSTRUCTING the job of organizing a successful major revolution offers the historian one of the most fascinating fields for research. In such a field Mr. Davidson has set himself to survey the marshalling of public opinion for and against the American Revolution, giving the much abused word "propaganda" its broadest possible meaning.

A painstaking analysis of pamphlets, broadsides, newspaper essays, sermons, public addresses, the resolutions of town and mass meetings, and the private correspondence of many of the revolutionary leaders, reveals both the arguments and the vehicles of the propagandists. The Whigs invoked colonial rights and self-interest, used election days, fast days, prayer days, demonstrations, liberty trees, and atrocity stories, saw to it that news was favorably handled and that effective arguments circulated throughout the colonies. They called mass meetings to record colonial dissent, and utilized the good offices of the church wherever possible. Then, as the emphasis shifted almost imperceptibly from home rule to independence they began arousing contempt and hatred for the depraved, venal, effete English, consciously breeding the psychology necessary for war effort. They devoted themselves to fanning the dying embers of earlier fires, to discounting defeatism, removing the sting from shrewd counter-propaganda, and reviving flagging zeals in days of military adversity. *(Continued on page 230)*

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The Tories replied in kind, but they made two early and fatal mistakes. Understandably—and there are many, many parallels—they did not at first take the Whig agitation seriously. They awoke to its menace too late, and a real hearing was denied them by the thoroughness of the patriot organization, its all but complete control of the colonial press and communications, and its frequent use of forceful 'suasion. Secondly, while the patriots assiduously courted the lower income groups, the Tories excoriated the egalitarian rabble, whose ultimate connection with the Whigs was thereby doubly assured.

One need not agree with all Mr. Davidson's analyses or conclusions, and one may regret the scantiness of his treatment of propaganda in the backcountry, but his success in tackling such a broad and difficult field, and his services in advancing modern interpretation of the American Revolution as a movement in many fundamentals comparable to other major revolutions, constitute a solid achievement.

Columbia University CLIFFORD L. LORD

Underlying Unity

PRINCIPLES OF ABNORMAL PSYCHOLOGY: THE DYNAMICS OF PSYCHIC ILLNESS, by A. H. Maslow, Ph.D. and Bela Mittelmann, M.D. Harper. 638 pp. Price $3.50, postpaid by Survey Associates, Inc.

PRIMARILY a college textbook, this is an exceedingly helpful volume designed to unify the general principles underlying the psychology of mentally disturbed persons. While mainly reflecting the influence of Gestalt psychology, there is evidence of a sincere effort to harmonize experimental and academic psychology with clinical-medical findings. The various dynamics under discussion are properly founded upon case material which is well selected and sufficiently diverse to reveal the psycho-dynamic processes, the etiology of psychopathology, the aims, nature and techniques of psychotherapy, as well as to provide specific interpretation of the many symptom syndromes. A well selected bibliography and an adequate index enhances its value for inquiring students of abnormal psychological phenomena, many of whom beyond the college level will find satisfaction in the careful effort to integrate sundry theories of dynamic psychology.

New York IRA S. WILE, M.D.

Good and Bad

IF YOU DRINK, by Wilfred Funk. Wilfred Funk, Inc. 171 pp. Price $2, postpaid by Survey Associates, Inc.

THIS is one of two recent attempts to discuss the problem of drinking alcoholic beverages in both a humorous and scientific manner. Louis E. Bisch, M.D., says in a foreword: "The book is so sane, so friendly, so helpful. Not a line is preachy, dictatorial or alarming . . . you are highly entertained while being instructed." He adds that the book is neither "anti" nor "pro" and that the author appreciates the good in drinking as well as the bad.

Among various chapter headings are: "How Many Alibis Have You?", "What Does Liquor Do to You?", "What Happens When You Drink?", "What Is An Alcoholic?," "Don't Drive That Car."

In discussing the effects of alcohol on the individual, the author shows a tendency to oversimplify some questions, with the result that the reader is left with incomplete or inaccurate conclusions. In dealing with the effect on the liver, he says: "This organ is very sensitive to alcohol, but it has a wonderful way of repairing itself. If it should be damaged it soon recovers. Doctors have come to believe that cirrhosis of the liver no longer can be blamed on overindulgence." Likewise in discussing the question "What about your brain?" he says: "The boys have gotten together on this subject and seem to agree that the abnormal use of alcohol is a symptom of mental disorder rather than a direct cause. Alcohol in large quantities will naturally contribute to the disintegration of an abnormal mind."

An especially entertaining feature of the book are the comments on fifteen questions by thirty-six rather well known men and women, most of them authors of one kind or another, although one scientist and three doctors of medicine are included.

The author is especially interested in tests. In one set of twenty questions offered the reader, if he replies "No" to only ten of them, will have to face the fact that he is "rather weak in emotional control" and that "liquor is apt to present a danger of varying degrees" to him. The author also presents a test prepared by Dr. Robert V. Seliger, instructor in neurology at Johns Hopkins University. VICTOR WEYBRIGHT

Skills in the Home

FAMILY LIVING AND OUR SCHOOLS, by Bess Goodykoontz and Beulah I. Coon. Appleton-Century. 468 pp. Price $2.50, postpaid by Survey Associates, Inc.

PREPARED by the Joint Committee on Curriculum Aspects of Education for Home and Family Living of the Home Economics Department of the National Education Association and the Society for Curriculum Study, with the assistance of several other specialists, this book surveys much that is being done to teach skills in household living. Elementary school, college, and adult education, training for better health, financial security, improved clothing, housing, artistic expression, hospitality, and family cooperation in recreation and household projects are presented from the angles of democratic value, community interest, and family uplift. Little is said about any but outward behavior, with the one exception of the inner effect of the lack of tangible possessions. Useful as a reference book on some of the current efforts to make education for home living practical, and especially on community undertakings looking toward the bettering of home life, the volume does not pretend to list everything in its field. Its omission of such things as the first university course on the family, and the oldest university course on marriage, gives the impression that its composite construction has let the externals of household routine cramp the essentials of family interaction.

GLADYS HOAGLAND GROVES
Director, Marriage and Family Council, Inc., Chapel Hill, N. C.

Behind the Scenes

REPORTAGE ON MEXICO, by Virginia Prewett. Dutton. 322 pp. Price $3, postpaid by Survey Associates, Inc.

THIS careful account of recent happenings in Mexico is marked by insight into the social and economic and political forces which play behind the scenes. It will be especially useful for its analysis of the contests of recent years: petroleum, labor, and the election of 1940. The recital of the Trotsky story is well done.

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Before Choosing a Career

PUT YOURSELF TO THE TEST, by Edward C. Webster. Harper. 129 pp. Price $2, postpaid by Survey Associates, Inc.

THE aim of this volume is to provide older boys and young men with a series of psychological "tests" as instruments of self-analysis and vocational planning. The young man goes through a process of self-testing, follows suggestions given on the basis of brief samplings of educational and occupational information, after which he "chooses his career."

The term "test" as used by the author not only applies to short tests which resemble those used in testing clinics, but also applies to lists of questions, forms, and blanks which elsewhere are commonly designated "questionnaires," "inventories," and the like. Although little evidence is offered bearing on the validity and reliability of the questionnaires and inventories, most of them seem to have been developed carefully and should prove of value in self-analysis. However, the detailed scoring systems should not obscure the fact that filling out forms and interpreting answers is a subjective process and open to the usual errors of human judgment.

Included in the book is a good deal of sound material. Treatment of the white collar jobs; of the fields of music, writing, mechanics, and art; of appraising mathematical aptitude; even though brief, is useful. The negative evaluation

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of the usual short-cut methods, with the exception of the equivocal position taken in regard to the merits of graphology, is timely. Emphasis on the importance of personality as compared with aptitude qualities is appropriate and helpful. These better features of the book, however, are intermixed with too easy generalizations as to the nature of analyzed qualities and their bearing on the adjustment problems of young men.

The two chapters which deal with the measurement of general intelligence and clerical aptitude, are the least acceptable parts of the book. Tests with very short time limits are provided, along with directions for self-testing. Such methods are more typical of the radio quiz and of the "brain-teasers" of the popular magazines, than of sound psychological testing practice.

The finality of the choice at which the young man arrives as a result of the recommended self-testing procedures is implied by the first sentence of Chapter I: "This book is a prescription." Vocational counsellors generally will not agree with the author that explicit and relatively simple "prescriptions" are wise. Psychologists certainly will not agree that objective, timed, psychological tests can be self-administered with accuracy and prudence. JOSEPH V. HANNA
New York University

At the Grassroots

FARMERS IN A CHANGING WORLD: THE YEARBOOK OF AGRICULTURE, 1940, by the United States Department of Agriculture. 1215 pp. Price $1.50, from the superintendent of documents, Washington, D. C.

ANY American, I think, would browse through this book with mounting interest. Its concern is with "explorations along the social and economic frontiers of agriculture." In text, photographs, maps, charts, the fifty-five chapters show how we produce, in increasing abundance, food and raw materials; how knowledge, power, and machinery are cutting down the drudgery, improving the health and comfort of farm life in this country; and discuss major unsolved problems—farm surpluses, the nation's nutritional deficiencies, tenancy, displacement of farm labor by machines. In a long summary chapter entitled "Farmers in a Changing World," Gove Hambidge, principal research writer in the Office of Information, traces five major viewpoints in this material which to him "seem particularly fundamental": first, and "most important of all," the fact that "we do face profound changes and that we must do something to adjust ourselves to them"; second, "a sharpened recognition of the interrelationships in the modern world"; third, "an increased awareness of what might be called the human aspects of agricultural problems"; fourth, "a marked tendency to enlarge the meaning of science by bringing it to bear upon social as well as physical and biological problems"; and, finally, "an increased effort to root policies and programs in the soil of our native traditions and ways."

BEULAH AMIDON

Run of the Shelves

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PLAY FOR CONVALESCENT CHILDREN IN HOSPITALS AND AT HOME, by Ann Marie Smith. Barnes. 133 pp. Price $1.60, postpaid by Survey Associates, Inc.

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